AFTER THE TOWERS
Freeman Street / East Marsh
Regeneration and Development study

GILLESPIES
INTRODUCTION
Gillespies were commissioned to prepare this report in conjunction with economic consultancy Genecon and property market advisors Clark Weightman.

THE BRIEF
The Invitation to Tender (ITT) Purposes a brief comprising four main strands:

The first is to propose meaningful and sustainable long-term use or uses for the Study area in the wider context of the N East Lincolnshire economy, land-use pattern of central Grimsby, and local planning framework.

This element is key to the work and will define the terms of reference for the other three strands which are to assess the potential deliverability with probable timeframes, phasing and public subsidy requirements for different future uses. To specify the economic, land-use, environmental and socio-political conditions required to support any of the use proposals and to identify links to wider growth opportunities such as the regeneration of the adjacent Port of Grimsby.

A further element to the brief and one which will wash through all the options will be the potential for renewable energy.

PLANNING POLICY REVIEW
A key driver is planning policy. The ‘advocacy’ role for planning policy will be key to the process of delivering change over the long term – investors value clear and supportive planning policy frameworks.

The Freeman Street Neighbourhood Development Framework, prepared in 2010, took forward the rethinking of Freeman Street and the East Marsh area, importantly acknowledging its pivotal position in relation to the key economic drivers of the town centre and the Port, offering opportunities to redefine the area’s relationship and supporting role in economic growth ambitions.

The Consultation Draft Local Plan proposes the redefinition of Freeman Street from being part of the Grimsby ‘Town Centre’ to becoming a free-standing ‘District Centre’. The Draft Plan states:

“Further changes are anticipated in and around the centre, specifically in relation to several sites, including the Shoreline Housing Association flats, where significant redevelopment is anticipated in the plan period. The envisaged continuation of this change will increasingly see Freeman Street becoming more locally focused, serving the immediate residential community surrounding it. As a result, its contribution to the sub-regional centre will become increasingly limited. In recognition of this changing role, it is proposed that Freeman Street’s status in the hierarchy is revised to that of a District Centre.”

This explicit change in planning policy status reflects the changing role and function of Freeman Street but is effectively a downgrading of its position in the centre hierarchy. That said, the designation as a ‘District Centre’ places Freeman Street in a unique position in the Borough as the only centre with this designation. This offers the potential for Freeman Street to evolve a distinctive role in the centre hierarchy.

SPATIAL ANALYSIS
The analysis covers existing land use, Connections, Open Space, Flood risk, Ownership and Drivers for change which identified a number of key drivers that create opportunities for the site. These included the demolition of the tower blocks, the AGRA site, ASDA and the emerging renewable energy sector.

PROPERTY MARKET ANALYSIS
This section will focus on the Current status, redevelopment possibilities and demand. The study area is a mixed predominantly residential and retail area defined by very low values in each sector. Current values would preclude a market led approach in the residential and retail sectors other than the possibility of a small amount of further retail space, possibly a convenience store linked to the current actively trading retail properties towards the south of the Agra site which includes Boots and Farm Foods.
The possibility of private sector redevelopment is limited given the low land values and limited demand for most of the commercial and residential property sectors in this part of Grimsby.

OPTIONS

Three options are: Do nothing; market led and intervention led.

In a **DO NOTHING OPTION** a number of planned projects and existing operations will continue as before. The demolition of the Towers will still take place; the AGRA site will continue to operate in the same way and may be sold by administrators if a solution to the Freemen’s buy back clause can be resolved.

There are seven interventions forming the **MARKET LED OPTION**:

1. Private Housing
2. Business park
3. Big box Retail
4. Cinema
5. Concert arena
6. Hotel
7. Football Stadium

Each of these options are discussed in detail in the report but in summary none of them pose even a potential option without some form of public sector intervention and even then there is no evident appetite or viability from the private sector.

The **INTERVENTION LED OPTION** fall into two sections:

**ACQUISITIONS AND CLEARANCE**

To create a viable preferred option it will be essential to acquire the Agra site. All the other parcels of land to the north of Garibaldi Street are within the ownership of the client group. Between Garibaldi Street and Duncombe Street the car park is owned by NELC the remaining sites are in private ownership. Within this group the "Farm foods" site offers the greatest potential for acquisition but in an intervention led approach it is not essential.

Shoreline Housing Partnership Ltd went out to public consultation in 2014 and there was a majority in support of the proposal to demolish the high-rise blocks and Comber Place. Over eighty per cent of the blocks are now empty and demolition is programmed to take place in 2017.

There are five projects forming the **INTERVENTION LED OPTION**:

1. **PUBLIC SQUARE**

As part of any wider masterplan options for the site it will be important to install the existing Market and Business and Digital hub at its core. As such we are proposing a new Square to the north of the market building. This would form a central space to any wider options with the market at the core of activity. At this stage the intervention only needs to designate the area in planning policy.

2. **SOCIAL HOUSING**

There are several compelling reasons why this intervention would not be viable. Shoreline Housing Partnership Ltd currently forecasts that in the East Marsh neighbourhood their social rents will average between 90% and 98% of average local market rent levels due to an oversupply of private homes for rent depressing local rental yields leading to a prevalence of empty homes in both sectors. Also the combined impact of lower rental yields from ‘affordable rents’ (set at 80% of local market rents) which must be charged on new housing association developments, together with the additional construction costs on this site due to flood risk mitigation requirements of the Environment Agency...
make the site uneconomic for social housing.

Shoreline Housing Partnership have provided figures to demonstrate the unviable nature of the market housing sector in East Marsh. They say you can presently (September 2015) buy an unimproved 2 bedroom terraced house for as little as £26,000 and rent one privately for £80 a week.

With these sorts of market conditions there is virtually no prospect of new build market housing being developed in this sort of neighbourhood when the financial returns are so low or even negative.

3. PARK

The sheer scale of the demolitions and clearance on the site will allow for a major opportunity to develop a significant new public open space for the town. The provision of amenity open space within the Freeman street neighbourhood is limited and does not meet NELC old local plan policy LTC1/LTC2. However this intervention will need significant funding to implement.

The implementation of a park would encourage surrounding development but may not be sufficient to attract the private sector to develop housing around it and thereby contribute to the cost.

4. MUSEUM

The Doughty Bequest is one of the most important maritime collections of art in the country. In addition the town was gifted a P1 Lightning fighter jet in recognition of the role it played in the cold war.

Grimsby lacks a gallery or museum that has the capacity to showcase these artefacts and the site has the potential to provide a civic building of this type that would help to change perceptions of the area. The only museum in the town is the Fishing Heritage Museum, this does not focus on the display of art or other antiquities. No museum is financially viable without financial support and this would be the same for a museum in Grimsby.

The development of a museum would both benefit the community. It would attract visitors to the area, change perception and provide a further boost to the footfall for the market and the surrounding area. It could be linked to the school (see below) or stand alone. A high quality building of architectural merit would also be a boon to the street scene for the area.

5. SCHOOL

The NELC schools assets team have put forward a proposal for the creation of a new 500 place secondary provider in town centre. Here is a summary:

Due to the rising birth rate, there is already a requirement to grow existing sites to facilitate the incumbent pupil population. However, there are several large housing development sites within the Local Plan which will further exacerbate supply and demand on providers.

The revised Local Plan provides a picture of available preferred sites for development across the borough. The LA recognises the potential pupil impact new developments may yield. In preparation for this impact upon provision, the LA needs to act strategically and the requirement to secure this site needs to be explored.

This site would accommodate a 500 place secondary school and would provide links to the community through evening uses and links to industry.

Government funding allocations are currently only known to 2017/18. The LA has reported on its annual return (SCAP) to Government Office secondary predictions up to 23/24 showing that sites will be oversubscribed against places available.

The Local Plan identifies significant housing growth within the borough over the next five to fifteen years. A majority of the developments are on the periphery of the town, which will effect pupil migration and movement at secondary level. New housing will negatively impact upon parental preference with regard to the secondary pupil population within the town centre, and
create a disproportionately high number of catchment students against places currently available within some providers.

PROPOSALS

When we started this process we were shown a place that the rest of Grimsby had turned its back on. It is in large part running down and the perception of the area is poor. Although a strong sense of community is apparent within East Marsh the wider appreciation of the area needs to be transformed by the future use of the site. The proposals we are putting forward in this section will, if implemented, create a new place with a new purpose.

From a place to ‘end up’ to a place to ‘start up’……………..

In summary we are proposing a new square to create a centre point for the site that will support the Market and Digital Business Hub. This square could also be the front door for a new school to occupy the cleared social housing site and a flexible mixed use scheme on the Agra site to the north. The footfall and energy created by focussing all the uses on one square will be transformational.

We also looked at the wider site context to frame our proposals with the District Centre retail needing to consolidate further south with the Asda as a bookend.

We therefore propose a distinctive policy framework comprising two sectors. A southern sector District Centre and a northern sector special mixed use site. The planning policy context highlights some key drivers that must shape the development framework:

- AN OUTWARD-FACING APPROACH – the framework for the defined study area needs to strengthen the relationship between East Marsh and the wider growth opportunities presented by the Port, the town centre and other key assets, making clear links between target growth sectors and community regeneration.

- A FOCUS ON ECONOMIC GROWTH – the framework needs to enable East Marsh to redefine its relationship and supporting role in economic growth ambitions, making a positive contribution to growth through employment and improved education and skills.

- A FLEXIBLE APPROACH TO FUTURE LAND USES – the former tower blocks, the Agra site and other sites in the area create opportunity for a wide range of new uses. An explicit drive to support enterprise growth across all sectors, including retail, leisure, light industrial, services should underpin the framework and encourage diversity.

- SUPPORTING COMMUNITY HEALTH & WELL-BEING – the framework should facilitate a broadening in the mixture of land uses, improving the health, educational attainment and safety of local people. .

- NEW PERCEPTIONS THROUGH PLACE-MAKING – the area’s reputation is a key barrier to investment. Ongoing physical improvements and distinctive new assets must support a ‘rebranding’ of East Marsh and Freeman Street as positive destinations and investment locations. Removal of the tower blocks and vacant units fronting Freeman Street will have generate immediate impacts and draw in development interest.

- A NEW DEFINITION FOR FREEMAN STREET – the proposed re-designation of Freeman Street as a District Centre requires clear definition in terms of its role, land use flexibilities and boundaries – it can become a truly distinctive service centre for both a local catchment and wider specialist markets.

The Development Framework seeks to clarify the distinctive roles and opportunities for East Marsh, particularly the complementary approaches to development in the ‘northern’ and ‘southern’ sections of Freeman Street and its immediate hinterland, both within and on the fringes of our study area. The following approaches are proposed:
EXECUTIVE SUMMARY CONTINUED

‘SOUTHERN SECTOR’

- Formal planning designation as ‘Freeman Street District Centre’, distinguished from the Town Centre. The northern boundary of the District Centre is drawn at Duncombe Street.
- The District Centre is anchored by Asda as the main shopping draw in the area, with improved linkages between Asda and Freeman Street to enable more linked trips.
- Freeman Street (South) is rebranded as a dynamic, vibrant retail and service centre driven by local independent traders, meeting local community needs and attracting wider specialist markets.
- The District Centre aims to attract a wider than purely local catchment via Asda, and based on unique mix of shopping and service opportunities and specialist independent traders.
- Qualitative improvements are promoted in retail and service offer complementing the Asda draw, including ongoing public realm and shopfront improvements.
- Freeman Street (South) is distinguished from the Northern sector as the focus for retail and service functions, with the Northern sector promoted as a more explicitly mixed use area, including the interface with the industrial area to the west.
- A formalised policy narrative to be developed to promote distinctive roles and functions between the northern and southern sectors.

‘NORTHERN SECTOR’

- Re-designation as part of a ‘Mixed Use Special Policy Area’ – combining education, leisure, health, housing, enterprise activities and including the Market / Business and Digital Hub.
- Redefinition of the area’s role and future to create more positive, aspirational offer capable of attracting future private investment.
- The Market / Hub marks the ‘transition point’ between the retail / service centre focus of the newly defined District Centre in the south and the ‘Mixed Use Special Policy Area’ to the north.
- The northern sector is promoted as a distinctive area outside of the designated Freeman Street District Centre, performing complementary roles for the local community but also creating future business-led investment opportunities.
- A flexible planning framework promoting the integration of the new Academy (if progressed) with other assets supporting a new future for the neighbourhood based on learning, enterprise and healthy lifestyles.
- Enabling planning policies promote redevelopment at varying scales and facilitate future investment in the Agra site, including for private investment opportunities linked to the new port economy.
- Intensification of leisure uses in the ‘cinema’ site and improvement to building frontages.
- Support for changes of use from retail to other uses in the Northern sector to support consolidation of retail functions to in the ‘Southern sector’ of Freeman Street.

MASTERPLAN

The masterplan is the culmination of the process of this study. It takes into account the policy aspirations for the site and maximises the opportunity afforded by the large scale clearance. Within these uses, however, we have allowed an element of flexibility particularly on the Agra site. The site also retains existing uses and these need to be accommodated properly and not marginalised.

DELIVERY COORDINATION & LEADERSHIP

The range of interventions proposed will require a coordinated approach to delivery.

Delivery must:
- be driven by strong leadership;
- be prioritised within local economic, planning, transport, education, housing and other aspects of Council policy-making.
that can support the delivery process;

• be embraced by the widest set of stakeholders within and beyond East Marsh;
• be understood by and give confidence to the private sector by reducing, or at least being perceived to reduce, investment risks.

A dedicated EAST MARSH DELIVERY MANAGER may be required to act as the focus for coordination of delivery activities. A series of ‘business cases’ will need to be developed for each intervention to provide the basis for sourcing funding, including through the key local stakeholders, but also externally through the Local Enterprise Partnerships in seeking support though funding programmes including Local Growth Fund.

NEW POLICY MECHANISMS

Much of the early emphasis in the delivery of the framework will be on the application of policy mechanisms to re-enforce the objectives for key sites and distinctive functional roles of the area. For the ‘Mixed Use Special Policy Area’ the objectives for redevelopment of the Shoreline site, including the new school option, and for the redevelopment of the Agra site, the draft Local Plan will require a clear policy statement that confirms a flexible approach to future uses in the area but with a criteria based approach to ensure that wider community and economic objectives are secured:

"The East Marsh Mixed Use Special Policy Area has been defined to support ongoing regeneration of the community and encourage a range of land uses. Development proposals will be required to:

- demonstrate alignment with the objectives of the East Marsh Development Framework;
- create a mixed use environment, including community, commercial, residential and amenity uses;
- support the consolidation of Freeman Street District Centre and the introduction of mixed commercial uses into the 'Northern Sector' of Freeman Street."

To extend the flexible planning policy approach consideration should be given to introducing a Local Development Order covering the Mixed Use Special Policy Area to promote investment and changes of use in the area. Given that this will be the only designated ‘District Centre’ in the Borough, the Local Plan should provide a more prescriptive narrative. This should:

• confirm the extent of the District Centre as proposed in the framework
• define the role of the centre in serving the local community but also attracting a wider catchment, supporting the destination roles of Asda and the Markets;
• promote a mix of retail and service uses commensurate with the centre’s role and function in the local hierarchy;
• encourage consolidation of retail activity from the Northern sector of Freeman Street;
• promote ongoing investment in public realm, car parking, pedestrian links and place-marketing.

EAST MARSH ADVOCACY

Changing perception of East Marsh is a critical task. The delivery of the Framework will therefore need to focus initially on:

• achieving recognised status for the framework as the guiding strategy for future enhancement and growth;
• championing and marketing of key development opportunities to local and external interests;
• co-ordinating delivery interventions.
The framework must become a recognised point of reference for all development and management activity in the area. The framework needs to become a material consideration in Council decision-making. This ‘materiality’ provides a degree of certainty to other stakeholders and confidence to the private sector about the future of the area.

PHASING

There can be no specific and prescribed phasing for this site due to the unknown timings of acquisition of the Agra site for example. However there are elements of certainty that can be programmed to provide a framework for a potential phasing plan. Here we summarise what we know to be happening with the remaining events in a preferred sequence:

1. Complete local plan 2015-16
2. Allocate new Square site 2015-16
3. Demolition of the residential properties – Summer 2017
4. Close southern Thesiger Street 2020
5. School Opens - Summer 2021
6. Acquire and Demolish Agra Site 2015–2018
7. Construct new square after demolition of Agra site
8. Construct new mixed use area 2018 +

RENEWABLE ENERGY

There has been a surge of interest in renewable energy projects and ideas in the area, not least of which is the Greater Grimsby Community power C.I.C. With the emerging renewable energy maintenance hub developing on the port as one of the key drivers for change, any development should support the Greater Grimsby Community power C.I.C. which aims to manage and support the funding of community renewable energy projects within the Grimsby area. This study supports this initiative and the masterplan proposals put forward allow for renewable energy interventions.
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1. INTRODUCTION

Gillespies were commissioned to prepare this report in conjunction with economic consultancy Genecon and property market advisors Clark Weightman.

1.1 The Brief

The Invitation to Tender (ITT) proposed a brief comprising four main strands:

The first is to propose meaningful and sustainable long-term use or uses for the Study area in the wider context of the N E Lincolnshire economy, land-use pattern of central Grimsby, and local planning framework.

This element is key to the work and will define the terms of reference for the other three strands which are to assess the potential deliverability with probable timeframes, phasing and public subsidy requirements for different future uses. To specify the economic, land-use, environmental and socio-political conditions required to support any of the use proposals and to identify links to wider growth opportunities such as the regeneration of the adjacent Port of Grimsby.

A further element to the brief and one which will wash through all the options will be the potential for renewable energy.

1.2 The Study Area

The study area (see ITT plan) is bounded by Freeman Street to the west, Kent Street to the north, Duncombe Street to the south and Albion Street to the east.

The ITT designates seven areas of use as follows:

1. Potentially Surplus Commercial Uses: Largely unoccupied 1960’s office block, retail precinct and parking with the freehold-owning company currently in administration.
2. Retained ‘Radburn’ layout low rise housing: Constructed in 1960’s by the local council, now in mixed private and housing association (Shoreline) ownerships. Also includes 1960’s North East Lincolnshire Council (NELC) facility.
3. High Rise Social Housing for Clearance: Owned by Shoreline and currently undergoing decanting and with the site due for complete clearance early 2017.
5. Mixed Use Leisure & Retail: In multiple private ownerships.
6. NELC Pay & Display Car Park.
7. Functioning Church, Community Facility and Residence.
8. The spatial analysis section of the report goes into more detail about the site itself.
1.3 Perception

A topic not specifically mentioned in the brief but one which has come up repeatedly in consultation is the issue of perception. Although a strong sense of community is apparent within East Marsh the wider appreciation of the area needs to be transformed by the future use of the site. What is particularly significant here is the demolition of the Maisonettes and six tower blocks which will create a huge opportunity for change.

1.4 The structure of the report

We have tailored the structure of this report to focus on options (as per the brief) that are both market led and intervention led. The first will seek to establish the degree to which the market could take the site forward. The second will establish what needs to be done to maximise the potential of the site and encourage the private sector to go further than it would have done on its own.

A best and preferred option will be the one that maximises both the public and private sector inputs and thereby changes the perception of the site.
A key driver of future development options across the study area is planning policy. Policy statements not only provide the regulatory framework to guide future investment and land use change, but also critically can act to facilitate development interest and enable investment delivery by setting the direction of change and giving clarity over the future role and function of the area. This ‘advocacy’ role for planning policy will be key to the process of delivering change over the long term – investors value clear and supportive planning policy frameworks.

The existing 2003 North East Lincolnshire Local Plan includes Freeman Street as part of the defined Grimsby town centre, but otherwise has no specific policies in relation to the study area. The existing plan recognised Freeman Street’s role as a focus for convenience retailing shopping area but that its role has declined and is described as a priority for regeneration based on the dual aims of improving the quality of life of the local community and increasing the area’s contribution to the development of North East Lincolnshire. These principles include the development of a sustainable future for the area by involving the local community in building on and broadening the mixture of land uses, improving the health, educational attainment and safety of local people, the refurbishment of the existing property and the attraction of new development.

The Freeman Street Neighbourhood Development Framework, prepared in 2010, took forward the rethinking of Freeman Street and the East Marsh area, importantly acknowledging its pivotal position in relation to the key economic drivers of the town centre and the Port, offering opportunities to redefine the area’s relationship and supporting role in economic growth ambitions. It also highlighted the accessibility of the area to a wide catchment based on public and private transport links. In particular, the Framework highlighted the importance of changing perceptions of Freeman Street and East Marsh as a precursor to generating external investment interest.

The Framework promoted improvements to Freeman Street as a focus for the local community including redevelopment of the Agra site and support to the Freeman Street Market, promotion of the industrial area to the west as a focus for business and enterprise and the refurbishment of the Shoreline tower blocks, which at the time were to be retained.

While regeneration progress has been made on the basis of a relatively flexible planning context, the Council’s Retail, Leisure and Three Centres Study (2013) highlighted ongoing decline in Freeman Street’s performance and attractiveness as a viable retail destination from 2005-2012. Notably, it highlighted the dominance of the Asda store as a focus for both convenience and comparison expenditure from the local catchment and recommended the removal of Freeman Street from the main town centre definition and a redefinition as a ‘District Centre’. Functionally, the report promoted a consolidation of Freeman Street’s retail activity to the southern area, linked to Asda, rather than planning for substantive new development.
A FOCUS ON ECONOMIC GROWTH

The latest planning policy framework for the area is evolving through the Consultation Draft Local Plan, published this year. The Draft Plan is explicitly about promoting economic growth in North East Lincolnshire.

"By 2032 North East Lincolnshire will be nationally and internationally recognised as a centre for offshore renewables, focusing on operations and maintenance, and as a location with key sector growth in food, energy, chemicals and ports, and logistics. Growth in these sectors will be matched by a strong tourism, leisure and retail offer. This economic growth will be evident through increased jobs and diversity of skills, providing a platform for sustainable economic growth, creating conditions to capture and sustain more and better jobs in the area. This will be supported by measures that enable people to access jobs by removing barriers to participation. This includes the establishment of facilities to improve education and skills and address housing needs and affordability as well as health and service needs including countering deprivation issues in specific wards."

Moreover, the Plan makes specific references to alignment with the Strategic Economic Plans of both the Greater Lincolnshire Enterprise Partnership (Greater Lincolnshire LEP) and the Humber Local Enterprise Partnership (Humber LEP). Greater Lincolnshire LEP has included a specific priority associated with Freeman Street, Grimsby in its Strategic Economic Plan.

The Plan is therefore outward looking, seeking to make clear links between economic growth and community regeneration – this provides an important context to the rethinking of Freeman Street and the wider study area as an integral part of a wider area of change and investment in Grimsby, linked to the Port economy and main town centre. The Plan also points to key employment sectors with potential to contribute to local growth and which may have a role to play as part of the future of the study area, including:

- Ports and logistics
- Food processing
- Chemicals and process industries
- Visitor economy and retail
- Housing and development.

The proximity of the Port and the emerging activities associated with the off-shore wind sector could offer potential for supply-chain activities to locate in the study area as part of a future development strategy. The role of Freeman Street as a District Centre, the market and the range of cultural / leisure assets in the area aligns with the visitor economy / retail sector focus. These links provide a strong policy foundation for building a long term role for Freeman Street / East Marsh as a contributor to economic growth. These explicit links to planning and economic development policy objectives will be important in building the case for future public sector support to new investment delivery in the study area.
STRONGER COMMUNITIES, BETTER PLACES

Freeman Street / East Marsh is referenced in the draft Local Plan specifically under the theme of ‘Stronger Communities, promoting a focus on better skills to enable local people to compete for new employment opportunities in growth sectors, and supporting a wider regeneration opportunity following the demolition of the Shoreline tower blocks.

In relation to the theme of ‘Places’, the Draft Local Plan makes specific references to the importance of design quality in supporting rental and capital values, driving energy efficiency and promoting cultural change. Importantly, the Plan promotes the benefits of good design in supporting health and well-being, stating that: ‘attractive, welcoming and safe environments with proper provision for cyclists and pedestrians encourage people to exercise more’. A future development strategy for the study area should reflect this objective, particularly given the recognised health challenges within the local communities in this area.

The Draft Plan also places emphasis on promoting development and design that reflects the challenge of climate change, with specific requirement for development proposals to demonstrate a commitment to reducing carbon footprint, as well as support for new renewable energy systems. This emphasis should be reflected in future proposals for the study area, building on established initiatives such as the Freeman Street Market solar power project, and wider projects being driven by the Greater Grimsby Community Power CIC.

The Plan also recognises flood risk issues in the study area which will need to be taken into account in the Development Framework.

A NEW FUTURE FOR FREEMAN STREET

The Consultation Draft Local Plan proposes the redefinition of Freeman Street from being part of the Grimsby ‘Town Centre’ to becoming a free-standing ‘District Centre’. The Draft Plan states:

“Further changes are anticipated in and around the centre, specifically in relation to several sites, including the Shoreline Housing Association flats, where significant redevelopment is anticipated in the plan period. The envisaged continuation of this change will increasingly see Freeman Street becoming more locally focused, serving the immediate residential community surrounding it. As a result, its contribution to the sub-regional centre will become increasingly limited. In recognition of this changing role, it is proposed that Freeman Street’s status in the hierarchy is revised to that of a District Centre.”

This explicit change in planning policy status reflects the changing role and function of Freeman Street but is effectively a downgrading of its position in the centre hierarchy. That said, the designation as a ‘District Centre’ places Freeman Street in a unique position in the Borough as the only centre with this designation. This offers the potential for Freeman Street to evolve a distinctive role in the centre hierarchy and to become a ‘different kind of service centre’, supporting local growth and community cohesion.

The Draft Local Plan highlights recent investment by the Council to improve the quality of the environment through public realm works and shop front improvement grants, which has been complemented by further investment by The Enrolled Freemen in the indoor market including the creation of a new enterprise hub. Freeman Street is now developing a role as a convenience based centre with a strong community focus, with an emerging role as a specialist centre for ethnic goods and services.
The Draft Plan offers limited specific guidance about the policy implications of Freeman Street’s redefinition as a District Centre. The Draft Plan states that as a District Centre, Freeman Street will be treated in policy terms in the same vein as ‘Local Centres’. The proposed Local Centres policy promotes small-scale retail development and seeks to ‘deter major redevelopment proposals which are more appropriate to town centres’. There is no further definition of policy or boundaries for the Freeman Street District Centre, nor any distinctive or specific policy provisions to guide future investment in the study area.

Whilst the provisions of the Draft Plan offer a significant degree of flexibility in terms of future uses in the study area, the deference to the Local Centres policy and its presumption against major redevelopment could potentially introduce some limitations on future development strategy, particularly given the clear scope for major redevelopment proposals to be brought forward on the former tower block sites and the Agra site. A more flexible planning policy framework, explicitly promoting mixed use might be preferred given the nature and scale of redevelopment challenges faced by the area, particularly at the northern end of Freeman Street and the study area. Moreover, further guidance on issues such as change of use from retail to non-retail uses would be helpful. Indeed, given the unique position of Freeman Street as the only District Centre and its recognised potential to support wider aspects of the Draft Local Plan’s economic growth objectives, it may warrant a ‘special policy area’ designation to create a more specific and positive planning framework, with more clarity about the spatial and economic principles on which area regeneration should be promoted.
3. SITE ANALYSIS

In order to understand the site, its constraints and opportunities, a number of baseline studies have been undertaken. The status of the site has been described in the introduction and additional information on the site and the surrounding area is described here:

- EXISTING LAND USE
- CONNECTIONS
- OPEN SPACE
- FLOODING
- OWNERSHIP
- DRIVERS FOR CHANGE
WIDER CONTEXT

Until recently Grimsby was a bipolar town with the town centre and Freeman street making up the two retail cores. Within the Freeman street area there are a number of different land uses both employment and residential.

Freeman Street and Cleethorpes road are the main shopping streets with a variety of independent and national retail outlets. To the West of Freeman Street there is a light industrial area which forms a key employment site.

Between the town centre and Freeman Street lies a large floorplate retail area that is bounded by B&Q to the south and The Range to the north. Significantly, the 3 centres study shows that the Asda to the south of the site makes up 38% of the ‘convenience goods’ spend within Grimsby and is a major draw.

To the North of Freeman Street lies the old fish docks. Although now much of the fishing industry has moved off the docks, a new renewable service hub is developing to serve the offshore wind sector.

Around the site there is a number of institutions including primary schools and health centres. Much of the site and the land to the east is residential with a mixture of post war developments and earlier terraced housing.
Site Analysis

3.2 EXISTING LAND USE CONTINUED

The study area is bounded by Freeman Street to the west, Kent Street to the north, Duncombe Street to the south and Albion Street to the east. It comprises a number of distinct uses.

The Shoreline housing area is made up of the Albion Street blocks, Comber Place maisonettes and Radburn layout houses, although most of the Radburn layout properties are now in private ownership. The Albion Street blocks and Comber Place maisonettes are due for demolition in 2017 leaving much of the site vacant.

To the North West is the old shopping precinct ‘Agra’ site, the Northern part of this is totally vacant and the southern part is in a poor state of repair, however there are a number of long term leases in place and some of the tenants would be unwilling to move.

To the south west is St Andrews church and day centre. Serving the local community this south east corner of the site is relatively “stand alone” and will remain as part of any new proposals.

The old cinema and Grimsby Central hall is to the South west of the site. The Cinema is now a busy and popular skate park that has plans to expand to include a climbing wall. The Grimsby central hall is a concert theatre with a busy line up of events and seating for 560. This block also contains the Farm Foods and vacant variety shop, Netto which are both in a poor state of repair.

Also along the southern edge of the site is a NELC owned carpark.

Freeman Street market is a busy and thriving market hall which is open 3 days a week. Having recently undergone a transformation with a new Business and Digital Hub that offers office space and meeting rooms.

To the south west is St Andrews church and day centre. Serving the local community this south east corner of the site is relatively “stand alone” and will remain as part of any new proposals.

The old cinema and Grimsby Central hall is to the South west of the site. The Cinema is now a busy and popular skate park that has plans to expand to include a climbing wall. The Grimsby central hall is a concert theatre with a busy line up of events and seating for 560. This block also contains the Farm Foods and vacant variety shop, Netto which are both in a poor state of repair.

Also along the southern edge of the site is a NELC owned carpark.
Due to the historical importance of Freeman Street and its links with the port and the town centre the site is well connected by train, bus, car and foot, both to Grimsby, Cleethorpes and the wider community.

**BUS ROUTES**
Freeman Street is a main bus route linking the town centre with the port, Cleethorpes and surrounding residential communities.

**TRAIN STATIONS**
Freeman Street is well linked to the railway network with stations at New Clee and Grimsby Dock currently services are infrequent.

**PEDESTRIAN AND CYCLE**
Many of the roads accessing the site are minor roads that are pedestrian and cycle friendly. In addition to this there are a couple of dedicated routes to the town centre passing ASDA and Tesco.

**ACCESS POINTS**
The historic importance of Freeman Street means that it has many access points both North / South and East / West. A new right-hand turn has recently been included on Cleethorpes road (A180) to improve accessibility to Freeman Street.
Currently there is a shortfall in provision of public open space for what is required in a residential area.

This is particularly evident to the south of the East Marsh Development area, where there is a large area from ASDA to Victor Street in the south (550m), up to Duncombe Street in the north (450m) that is not within the planning requirement of 400 meters of any public open space.

This lack of provision mainly affects Southern Freeman Street including the Railway Street residential area, the Industrial area to the West of Freeman Street and the large floor-plate retail units to the West of the railway line. Importantly a large area of residential properties around Wellington Street, south Albion Street, north Heneage Road and Werneth Road are poorly provided for.
Site Analysis

3.5 FLOODING

The entire site is within the tidal flood plain and as such is in the Environment Agency’s Flood zone 3 for planning. The flood zones for Planning purposes are not governed by defences and the recent completion of the Grimsby Docks scheme doesn’t change the flood zones.

However, the Environment Agency’s residual risk of flooding map shows that there is a very low chance of flooding from tidal sources. This is currently being updated with regard to the recent flood defence work undertaken and revised flood zones following the 2014 interim tidal water levels. There are small isolated areas of low to medium chance of flooding from surface water.

The majority of the site is between 3.5 - 4 metres above sea level and as such may be susceptible to climate change linked sea level rise.

With the demolition of the Albion Street tower blocks and Comber Place maisonettes there is an opportunity to raise the ground levels with the spoil, reducing the likelihood of flooding. This will also reduce the demolition costs as it reduces the amount of material that needs to be transported off site and disposed of.
The majority of the site is in the ownership of the stakeholders, Shoreline Housing Partnership, NELC, and The Enrolled Freemen of Grimsby. This provides the opportunity for a comprehensive masterplan to be devised that meets the requirements for the stakeholders with minimal necessity to involve other landowners.

Exceptions to this is the AGRA site to the north west, the block to the south west including Skate park, Central hall, Farm foods, Vacant Netto and Variety shopping centre, and St Andrews church and residence to the south east of the site.

The shopping precinct in the north west of the site known as the “AGRA” was formerly owned by the Enrolled Freemen of Grimsby. This was sold to a 3rd party developer that was controlled by the Noe family with a fixed sum buy back clause if the site was not redeveloped within 10 years. This period has now elapsed and no redevelopment has taken place which means that the buyback clause is now valid. The developer has gone into administration, however the administrators are uncooperative and they have proposed that the site will be put up for auction. It is unlikely that a 3rd party developer would wish to purchase the site with the buyback clause in-place.

The opportunity exists for the Enrolled Freeman to buy back the AGRA site releasing a key strategic site for development.
Site Analysis

3.7 DRIVERS FOR CHANGE

There are a number of key drivers that create opportunities for the site.

SHORELINE DEMOLITION
The existing tower blocks on Albion Street and the Comber Place maisonettes on site are being decanted and are set for demolition in mid-2017. This will create a massive change for the area and an opportunity to change perceptions.

AGRA SITE
The former shopping precinct has gone into administration and may be available for purchase. This key plot is within the site boundary and should form a key role in the redevelopment of the site. It is important that the stakeholders have control of how this is redeveloped to ensure that maximum value is achieved both in place-making / masterplanning terms and financial return.

ASDA
As mentioned in the 3 Centres Study, the ASDA store captures over 38% of ‘convenience goods’ spend in Grimsby and forms the retail anchor to the South of the site. With such a high catchment of retail spending it is important that any proposal acknowledges its importance in bringing people to the area. The Store turns its back on Freeman Street and improved links would enable people to move more freely between ASDA and Freeman Street.

PORT AND EMERGING RENEWABLE ENERGY SECTOR
The offshore renewable operations and maintenance hub is located just to the north of the site within the Port of Grimsby. The proximity of this emerging industry presents a number of opportunities for employment, however the available local skill sets do not currently meet the requirements of this highly skilled industry. There is an opportunity to develop a skills based training scheme in the form of apprenticeships that can fill the skills void and create well paid skilled local jobs. ABP have considerable new demand they cannot meet due to the layout of the port site.
4. PROPERTY MARKET ANALYSIS

This analysis has been produced by Clark Weightman, chartered surveyors and commercial property consultants providing advice to a wide variety of private, corporate and public sector clients on all aspects of commercial property, principally within the northern part of Lincolnshire and East Yorkshire. They bring a strong local knowledge to this process.
CURRENT STATUS

The study area is a mixed predominantly residential and retail area defined by very low values in each sector. Current values would preclude a market led approach in the residential and retail sectors other than the possibility of a small amount of further retail space, possibly a convenience store linked to the current actively trading retail properties towards the south of the Agra site which includes Boots and Farm Foods.

The northern sector of the study area between Nelson Street and Kent Street known as the Agra site is a former 1960s shopping precinct which is now predominantly vacant. It includes a multi-storey office building which is also vacant. The southern end of the sector provides the market building with the Business and Media Hub attached on the Thesiger Street frontage.

The property between Thesiger Street and Albion Street is public sector residential including the 6 tower blocks and the Comber Place maisonettes which are designated for demolition. There is a further area of more modern Radburn type housing within this block to the south of Kent Street and much of this is in private ownership. This area is to be retained.

Within the site there are public car parks. In particular these are considered to be essential for the success of the Freeman Street covered market as a means of generating footfall.

REDEVELOPMENT POSSIBILITIES AND DEMAND

The possibility of private sector redevelopment is limited given the low land values and limited demand for most of the commercial and residential property sectors in this part of Grimsby.

Such poor market conditions are not however necessarily related to this location in the town alone.

Changes in consumer shopping patterns has led to an oversupply of retail property in the town and this is common to many other towns and cities. The supply of retail properties needs to be reduced.

There is a very limited office market in the town and demand is from established professional firms, the public sector such as the local authority and the NHS. There are virtually no large scale private sector office users in the town. Previously talked of Government incentives to relocate major public sector office uses to smaller towns and cities would help this but appears unlikely under present government policy.

The exception to this is the success of both the Business Hive and the North East Lincolnshire Council’s five managed business sites around the town.
5. DEVELOPMENT OPTIONS

The three Options are created by looking at the different strategies of how to approach the East Marsh regeneration. Each option is broken up into overarching themes that describe varying aspects of how to deliver the different strategies.
A. DO NOTHING OPTION
Themes:
• Demolition
• Raising finished ground level
• Continuing operations
The “do nothing” option is a strategy that requires very little input and hopes that a suitable use for the site will present itself in the future. In the meantime, the planned vacation and demolition of the Shoreline housing goes ahead and the site is put over to informal open space.

B. MARKET LED OPTION
Themes:
• Private Housing
• Business park
• Big box Retail
• Cinema
• Concert arena
• Hotel
A “market led” strategy looks at the potential for the private sector to invest in the site.

C. INTERVENTION LED OPTION
Themes:
• Public Square
• Social housing
• Park
• Museum
• School
An “intervention” strategy is where the key stakeholders invest in the site to deliver change and maximise market potential.
In a do nothing scenario a number of planned projects and existing operations will continue as before. This scenario allows for opportunities to be taken as they arise, but there is no formal masterplan that defines how the site will evolve.

The advantage of this is that there is very minimal input required by the client group other than that already proposed and committed to. The disadvantage is that without a masterplan there is no end goal and nothing to work towards.

There is also the chance that what does happen, if anything, is of lower quality and does not change the current perceptions of the neighbourhood. In the current market it is unlikely that major change will happen without a comprehensive and visionary masterplan that sets out how the site can be re-utilised and build upon the opportunities presented by the key drivers for change.

In this scenario, the decanting of the Shoreline Albion Street flats and Comber Place maisonettes will continue as planned, with a vacated site projected for early 2017. Once the site is vacant the proposed demolition can take place of both the flats and maisonettes, which is currently planned for mid 2017.
In order to comply with the Environment Agency’s (Sea) flood risk mitigation requirements the demolition rubble will be used to build up levels on the site to approximately 1 metre above their current level. This has the additional advantage of not having to transport and dispose of the demolition waste. The entire site could then be seeded with grass or wildflowers and will then need to be fenced to restrict access and the potential for antisocial behaviour.

The AGRA site will continue to operate in the same way and may be sold by administrators if a solution to the Freeman’s buy back clause can be resolved. The Northern block having the potential for redevelopment, however in the meantime will continue to provide parking for the Freeman Street resource centre and William Molson centre. The Southern block will continue providing for the current tenants including: Boots; Heron Foods; Post office; White Bear inn; and others, many of which have long term leases. There is clearly demand for these uses and although ideally they should be re-houses towards the Hainton Square end of Freeman Street, close to the Asda supermarket and area designated as the district centre, they could remain on site.

The Carpark to the rear will continue to provide for the needs of local shoppers and businesses.

The Market will continue to operate and provide the retail anchor for the northern end of Freeman Street. This is operated by the Enrolled Freeman and substantial physical improvement has been carried out recently to the Market Hall and the Business and Media Hub has been established. This is high quality space providing important opportunities for establishing businesses by the local community and also by some of the major companies represented on the Docks who take advantage of the high speed broadband available.

There will be no changes to St Andrews Church and the residency in the South East corner of the site.

The Council run carpark on Garibaldi Street could be converted into free parking for the market providing a much needed resource in an underutilised site.

The block including The Central hall, skate park (Old Cinema) and Farm Foods will operate independently. The skate park may possibly expand to include a climbing wall and continue to provide this much used resource. The central hall provides a concert hall and arts and community centre which is available for hire. Farm Foods currently occupy one of the units on Garibaldi Street with the other two up for let.

This option is clearly not viable in terms of the planned future use of the site and improving the perception of the area.
This section explores the options and interventions that may be put forward by the market place without public sector involvement. The principle options are not site specific within the study area and would be determined by the private sector as to there viability and location.

**B1. Private Housing**

The development of new private sector housing in this location would be a benefit to the community and particularly the market and other retail users in the area.

It is well documented that a number of studies have been carried out, including that most recently by E C Harris which have established that without gap funding private sector housing would not be viable.

Build costs would be in the order of £90 per sq ft and there would in addition be the cost of finance, planning and professional fees and Section 106 contributions. Sale values in this location at the present time even for new housing would be unlikely to exceed £100 per sq ft and it can be seen that development would be unviable even if the land were gifted at nil value.

**B2. Business Park**

In our opinion there could be demand for more workshop and factory units which might compliment the business hub and also provide modern facilities for dock based businesses. The nearby Prince Albert Gardens business units off Cleethorpe Road are fully occupied and there is a very limited supply in the town of small factory units of less than 2,000 sq ft.

There has been very little recent development of this type of property in the town as a result of limited availability of land in suitable locations and more particularly viability factors.

For a small factory and workshop unit of 93 sq m (1,000 sq ft) and less it would be possible to achieve rents of £64.56 per sq m (£6 per sq ft). This is based on rents currently being achieved in the town in varied locations such as Birchin Way adjacent to the A180 and Ladysmith Road which is a more secondary location.

The difficulty is the cost of construction which according to the Building Cost Information Service (BCIS) published by the RICS, the mean cost of construction for advanced factories of less than 500 sq m (5,380 sq ft) is £775 per sq m (£72 per sq ft). This means that without any allowance for fees, finance, profit or land the return would be just over 8%.

It is evident therefore that without gap funding or grants, the construction of small business and factory units to let to the private sector is not viable in this or any other location in the town.

This is disappointing as this type of development would in our opinion be appropriate in this location and would be a useful addition to the mix of businesses. It is evident from those businesses on the east side of Freeman Street on Railway Street that there is good demand for a variety of uses.
B3. Big Box Retail

We have considered demand for retail warehouse units of 465 sq m (5,000 sq ft) and over in the town.

Current retail parks are located as follows:

- **ALEXANDRA RETAIL PARK, CORPORATION ROAD, GRIMSBY**
  This is situated adjacent to Sainsbury’s and comprises 7 retail units where existing tenants include: Argos, Matalan, SCS, Poundstretcher and Pets At Home.

- **VICTORIA RETAIL PARK**
  Situated along Victoria Street where there are 5 units extending to 4,666 sq m (50,211 sq ft) in total. Occupiers include: Next, Poundstretcher, Sports Direct, Smyth’s Toys and Brantano.

- **HIGH POINT RETAIL PARK, VICTORIA STREET, GRIMSBY**
  Tenants include: Carpetright, Maplin and Curry’s PC World.

- **RIVERHEAD RETAIL PARK, VICTORIA STREET SOUTH, GRIMSBY**
  Tenants here include: Home Bargains and B&M Home Store.

- **PEAKS PARKWAY, ROBINSON STREET WEST, GRIMSBY**
  Tenants include: B&Q and Halfords.

**GENERAL**

There are other big box retail stores in standalone locations in the town. To our knowledge and utilising the Co-Star online commercial property data system, there are no current requirements for large retail stores in the town.

The subject site would be considered a tertiary location for big box retail units with limited pedestrian and passing traffic flow and in our opinion despite the fact that there is no current demand in the town generally this would be an unsuitable location and unlikely to attract a PLC retailer which will be required in order to fund this type of development.

A planning consent has recently been granted on land owned by Ramsdens at the junction of Cleethorpe Road and Grimsby for redevelopment of their existing site to create approximately 70,000 sq ft of new retail space. This will involve a new store for the existing Ramsdens supermarket, relocation of some existing retailers and the possibility of new retailers in the value retail sector taking space. No firm plans have been announced.

B4. Cinema

The only cinema in the town is currently the Parkway Cinema on Kings Road, Cleethorpes, approximately 3 miles from the subject site. This has 9 screens and also provides facilities for live entertainment (theatre/music).

To our knowledge there is no current demand from the national operators for an additional cinema in the town and over recent years attempts have been made to build new cinemas at the Riverhead on land owned by ABP and also what is known as the Bass site at Birchin Way, Grimsby where planning consent was granted.

A successful cinema development would require additional restaurant and licensed bar uses adjacent. If a second facility was to be opened in the town this would most likely be at or close to the Riverhead which could take advantage of existing town centre restaurants and bars.

We understand the owner of the Freshney Place Shopping Centre F & C REIT is in pre-application discussions with the Planning Authority in respect of the development of a new cinema and a restaurant at the Riverhead at this moment in time.

We therefore do not consider a second cinema for the town would be a viable proposition for the site.
B5. Concert Arena

The principle concert arena in the town is the Auditorium at Cromwell Road, Grimsby which is a modern purpose built facility operated by North East Lincolnshire Council. This attracts live shows, theatre and bands and to our knowledge this is successful but not without public sector support.

Some facilities are provided as noted above at the Parkway Cinema in Cleethorpes, Caxton Theatre and the nearby Methodist Central Hall is a popular venue for live classical concert and choral music.

We are certain there is no further demand in a town the size of Grimsby and Cleethorpes for a concert arena. Again licensed bars and restaurants would be required and there is no demand for this type of facility in this location to our knowledge.

B6. Hotels

Primary hotels in the town owned or operated by the leading national hotel groups are as follows:

1. Premier Inn, Kings Road, Cleethorpes
2. Premier Inn, Europa Park, Appian Way, Grimsby
3. Holiday Inn Express, Wellowgate, Grimsby
4. St James Hotel, St James Square, Grimsby
5. Humber Royal Hotel, Little Coates Road, Grimsby
6. Millfields Hotel, Bargate, Grimsby
7. The Kingsway Hotel, Kingsway, Cleethorpes
8. The Yarborough Hotel

There are other hotels outside Grimsby and Cleethorpes town centres.

Modern group hotels require strategic locations close to main roads or motorways, town centres close to other bars and restaurants or attractive park land type locations.

To our knowledge there is a further requirement for the town and Travelodge are considering building a new hotel in the town.
Development Options

INTERVENTION LED OPTION

Acquisitions - Intervention

To create a viable preferred option it will be essential to acquire the Agra site. All the other parcels of land to the north of Garibaldi Street are within the ownership of the client group. Between Garibaldi Street and Duncombe Street the car park is owned by NELC the remaining sites are in private ownership.

Within this group the "Farm foods" site offers the greatest potential for acquisition but in an intervention led approach it is not essential. The options developed in this report do not require that site to be demolished to augment a wider scheme so it is essentially a stand-alone plot that will develop greater interest from the private sector after the implementation of a preferred option.

The Northern block of the Agra site is currently unoccupied. Existing retail units (Boots, the Post Office, the White bear Pub, Kubus mini mart and Heron Foods) in the Southern block should be encouraged to move to the retail orientated district centre area between Duncombe Street and ASDA to strengthen its viability to create a vacant site.

The site may form part of the interventions or be held until the community hub has been developed to ensure that best financial return on the site is realised.

CURRENT STATUS OF THE AGRA SITE.

It is understood that the AGRA site was sold by the Freemen to a 3rd party developer with a buy back clause that states that if no development takes place within 10 years that the Freemen have the right to buy back the site at a fixed sum. This time-frame has now elapsed. The 3rd party developer has subsequently gone into receivership and the site is in the control of Administrators. It is understood that the Administrators are investigating options for sale, however, it is unlikely that a 3rd party would wish to purchase the property with the buyback clause in place. Wilkin Chapman Grange Solicitors are currently preparing a report on the title and the options should be considered on release of this report.

For the purposes of this study we are to assume that the site will be acquired.
Development Options

INTERVENTION LED OPTION

Clearances – Intervention

On 28th May 2014 the Board of Shoreline Housing Partnership Ltd went out to public consultation on the long-term future of the Six High Rise Blocks and Comber Place housing development in the East Marsh area of Grimsby.

There was a majority in support of the proposal to demolish the high-rise blocks and Comber Place. Over 80% of the blocks are now empty and demolition is programmed to take place in 2017.

The rest of the clearance requirements and timescales are dependent on Acquisitions.
INTERVENTION LED PROPOSED PROJECT 1
Supporting the Market and Hub – A New Market Square

As part of any wider masterplan options for the site it will be important to install the existing Market and Business and Digital hub at its core. The Hub was completed in 2014 with grant aid and is a significant facility in terms of future use options for the wider site. It has a super-fast broadband connection. Some of the international companies on the docks use it for video conferencing and other meetings because they do not have a fast enough internet connection.

In discussions with the Enrolled Freemen (who own the Market building) they view free car parking ideally adjacent to the market as imperative to encourage shoppers and business to use the market and Hub. They also like the idea of having a view through to the Dock Tower as an iconic structure as part of any development. At the moment it is partly obscured but it depends where you view it from. They expressed enthusiasm for the Greater Grimsby Community Power CIC in relation to the generation of electricity from renewable resources on the market and other buildings.

Taking these points on board we are proposing a new Square (Freeman Square?) to the north of the market building. This would form a central space to any wider options with the market at the core of activity. The space, at approximately 60M x 45M is big enough to allow the market to spill out with stalls and events but small enough to create a busy energetic space when eventually surrounded with frontages on three sides. It will allow any new south and west facing elevations unobscured daylight and the potential for PV panels. The Square will allow physical breathing space to accommodate a view of the Dock Tower subject to the sensitive design and massing of new buildings to the north.

We propose to augment this with parking to the east of the market building absorbing Thesiger Street.

DELIBERABILITY

At this stage the intervention only needs to designate the area in planning policy. In terms of size and scale it will be a relatively modest scheme. From previous similar schemes recently completed we can assume a metre rate of £300 making a total cost circa £720,000.00.
Clearly with the demolition of the tower blocks and flats there will be a significant reduction in footfall in the area and one obvious way to offset this would be to build more social housing in its place. However there are several compelling reasons why this intervention would not be viable.

Shoreline Housing Partnership Ltd currently forecasts that in the East Marsh neighbourhood their social rents will average between 90% and 98% of average local market rent levels due to an oversupply of private homes for rent depressing local rental yields leading to a prevalence of empty homes in both sectors. This is not a new situation, in the past the East Marsh area has regularly accounted for over 30% of all the empty homes in North East Lincolnshire.

**DELIVERABILITY**

New social housing development in this area is unviable for two other significant reasons. The combined impact of lower rental yields from ‘affordable rents’ (set at 80% of local market rents) which must be charged on new housing association developments, together with the additional construction costs on this site due to flood risk mitigation requirements of the Environment Agency make the site uneconomic for social housing.

What would be needed to turn this round would be well above benchmark grant funding from the Homes and Communities Agency (HCA) or a capital subsidy from the local authority neither of which would be likely value for money options. A cross-subsidisation from Shoreline Housing Partnerships higher yield developments elsewhere could help but that is unlikely to be the case.

Hard evidence to demonstrate this challenge in the East Marsh area are the L&H Homes’ Orchard Drive development on the site of Guildford Street and Shoreline’s Murfin Court on Grimsby Road, neither of which were viable without significant additional funding support – funding that is no longer available in 2015.

In July 2015 a government policy decision has led to a circa 13% reduction in Housing associations future rental streams nationally. This may in the future end the possibility of new social housing development In low value areas such as this site.

**MARKET HOUSING**

Shoreline Housing Partnership has provided figures to demonstrate the unviable nature of the market housing sector in East Marsh. They say one can presently (September 2015) buy an unimproved 2 bedroom terraced house for as little as £26,000 and rent one privately for £80 a week in this neighbourhood.

With these sorts of market conditions there is virtually no prospect of new build market housing being developed in this sort of neighbourhood when the financial returns are so low or even negative.

As evidence for this challenge, following publication of the 2010 Freeman Street Neighbourhood Development Framework, the Enrolled Freeman of Grimsby commissioned consultants E. C. Harris to undertake a full viability appraisal on market housing for sale on a site in the neighbourhood and this returned very clear negative net present values from the development appraisal.

This has subsequently been further tested in 2013 by NELC who were approached by a leading urban regeneration housing developer active in northern towns & cities which indicated that they had a development model which was viable even in low value areas. Following testing in this neighbourhood the developer withdrew interest. Bearing all these factors in mind we do not see any viability in developing social housing on this site.

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The sheer sale of the demolitions and clearance on the site will allow for a major opportunity to develop a significant new public open space for the town. As demonstrated within the open space analysis within this report, the provision of amenity open space within the Freeman street neighbourhood is limited and does not meet NELC old local plan policy LTC1/LTC2 which states that a home should be within 200m - 400m of Small Open Spaces and Local Recreational Areas/Parks. It goes on to state ‘Often within these areas ‘Brownfield sites’ come forward for redevelopment purposes. Such developments will be expected to take into account local deficiencies in open space, based upon the adopted standards.’

**DELIVERABILITY**

This intervention will need significant funding to implement. From previous similar schemes recently completed we can assume a metre rate of £150 therefore the typical scheme shown below is approximately 2600 square metres at a cost circa £3,900,000.00.

Clearly the implementation of a park in this area would encourage surrounding development but may not be sufficient to attract the private sector to develop housing around it and thereby contribute to the cost.

**CONCEPT DESIGN**

Public open space "lounge" connection with temporary food or coffee kiosk to create day to day destination. Forms a connection between the media hub in the south and new developments to the north with links to Freeman Street.

Central green framed by bold avenue of trees

Proposed mixed use development facing the square

Key connection between car park, green space and link to events area

Proposed housing development north of Albert Street East

Outdoor market/ events space

Service access and parking for indoor market
The Doughty Bequest is one of the most important maritime collections of art in the country and has over 100,000 artefacts and paintings that is said to rival anything outside the national maritime museum in Greenwich. Having been left to the people of Grimsby in 1941 by Wilfred Vere Doughty the collection has not been on display since 2004 and is being held in storage following the closure of the Welholme gallery. In addition to the Doughty collection the town was gifted a P1 Lightning fighter jet in recognition of the role it played in the cold war as the air base that protected our skies at RAF Binbrook.

Grimsby lacks a gallery or museum that has the capacity to showcase these artefacts and the site has the potential to provide a civic building of this type that would help to change perceptions of the area.

Grimsby lacks a proper museum to house the Doughty bequest and there are certainly other paintings and artefacts that would benefit from display. While Hull has a maritime museum, there is only the Fishing Heritage Centre in Grimsby, and this only has very limited capacity for displaying artifacts. Any new museum could clearly have a maritime section given the town’s fishing history and maritime connections.

DELEVERABILITY

Grimsby and Cleethorpes are major east coast towns with a combined population of over 130,000 and catchment in excess of 175,000.

There are few towns of this size that do not have their own museum and both the city of Lincoln who have the Usher Gallery and its recent extension and the city of Hull which has numerous galleries including the Ferens Art Gallery, the Museum of Maritime History, The Street Life Museum and Wilberforce House Museum.

As noted earlier in this report, the town has the Doughty Bequest which includes maritime and other antiquities of national significance but no museum in which to display them. The only museum in the town is the Fishing Heritage Centre, this does not display art or other antiquities.

From our knowledge no museum is financially viable on its own without financial support and this would be the same for a museum in Grimsby, however there are possible options for funding including the David Ross foundation.

The development of a museum would both benefit the community, tourist and visitors, enabling them to understand the town’s history and view important art and historical artefacts with local relevance. It would attract visitors to the area and provide a further boost to the footfall for the market and the surrounding area.

A high quality building of architectural merit would also be a boon to the street scene for the area.
INTERRUPTION LED PROPOSED PROJECT 5
A new School

Potential creation of a new 500 place secondary provider in town centre. The NELC schools assets team have put forward the following proposal. Their briefing note is set out below in the context and Progress sections.

CONTEXT

The Local Authority (LA) presently has ten secondary providers across the borough. Within this cohort, two providers are based within villages and one within the town of Immingham. The remaining seven providers predominately serve the areas of Cleethorpes, Humberston and Grimsby.

The LA is aware that due to the rising birth rate, there is already a requirement to grow existing sites to facilitate the incumbent pupil population (excluding Immingham, birth data projects Year7 intake 2015 circa 1,600, by 2021 Year7 intake circa 1,950). The authority is working closely with its providers having already identified the increased capacity required for specified sites. However, there are several large housing development sites within the Local Plan which will further exacerbate supply and demand on providers.

In addition to new housing developments, it is becoming increasing apparent that within the Grimsby Town centre area; catchment pupil yield already exceeds places available at some sites. This issue is particularly prevalent within the Havelock catchment area (The Published Admission Number (PAN) is 200, the number of catchment pupils in year seven for 2015 was projected at circa 270, which by 2021 will have risen to circa 360).

Currently, due to the LA having some spare capacity within other sites, it is able to accommodate this disproportionate catchment number. However, once the cusp of the rising birth rate feeds from primary into secondary provision, new housing developments come to fruition and new pupil yields are realised, this balance will be adversely affected.

Providers currently take pupils not only from across this borough but also non North East Lincolnshire borough pupils due to spare capacity in some year groups. As pupil numbers within the borough rise however, the immediate demand will adversely affect choice and availability. It is noted that most of the new proposed housing developments are on the periphery of the town, which as they come to fruition will cause a ripple effect within secondary provision, by pushing pupils back into the centre of town, as places within Healing, Waltham, Tollbar and Humberston are taken by the additional catchment pupils that these developments will yield.

PROGRESS

The revised Local Plan provides a picture of available preferred sites for development across the borough. The LA recognises the potential pupil impact new developments may yield. In preparation for this impact upon provision, the LA needs to act strategically and the requirement to secure an additional site within the town centre needs to be explored. A possible location for a new school is land owned by Shoreline (the high rise flats site). The indicated time line for this site to be vacated and cleared (three years+) would correspond with the increasing numbers and reducing spare capacity within the LA’s secondary stock.

Further feasibility work is required to understand the cost requirement for a new school and any opportunities for funding the provision.

COMMUNITY FOCUS

For a school to provide the greatest impact on the local community it should provide facilities that are of use. These may include: Halls; Drama Studio; Learning resource; ICT; Food Studio; Music Rooms; Community Room; Adult Education. Opportunities to link with parking nearby for evening use will also be important.
SCHOOL CONCEPT DESIGN

The NELC schools assets team have identified a site requirement of 4.25 ha. This is the higher level of the BB103 recommendations but this allows for any future call on the site for curriculum activity outside of current requirements. Generally the site area for a school of this size will be between 3.39ha and 4.25ha as set out in Building Bulletin 103.

The area identified on the masterplan is 3.58ha which accommodates the lower end but is not big enough on its own to cover an area of 4.25ha. However the site could be augmented by providing staff parking on the Garibaldi St car-park.

The floorspace for a secondary school will be between 4200m² and 4820m² as set out in Building Bulletin 103.

LINKS TO INDUSTRY

There are opportunities to build links and specific training for the developing renewable offshore industry. A school situated on the tower block site could sit adjacent to the Agra site which can offer the potential to house start up businesses, training facilities and could link back to the school. These links to industry provide opportunities for sponsorship and funding.

DELIVERY.

Options for funding are still being explored. It is known that nationally the increase in the birth rate will begin to impact upon secondary provision from September 2016 and to date LA’s nationally have been focusing monies on providing sufficient primary places. Government allocations (Basic Need) are...
currently only known to 2017/18 and to date LA’s have not been informed of how secondary growth will be managed by the EFA. The LA has reported on its annual return (SCAP) to Government Office secondary predictions up to 23/24 showing that sites will be oversubscribed against places available. Feedback on the return will not be known until December/January. Without a clear steer from Government with regard to its intentions for dealing with the growing national pressure which will occur in secondary it is difficult to summarise upon possible funding streams.

CATCHMENTS AND PUPIL NUMBERS INCLUDING PROJECTED NUMBERS.

Secondary prediction sheet attached (appendix 3) which shows the predicted numbers, the already agreed PAN growth, the anticipated future PAN growth and in which academic year current overall places will not be sufficient to meet anticipated overall demand within Planning Area 1.

Primary feeder schools, where the pupils would come from.

There are two providers Havelock and Wintringham which serve the town centre area. The feeder catchment primaries for these two sites are:

• Edward Heneage (315 provider)
• Welholme Primary (630 provider)
• Old Clee Primary (630 provider)
• Strand Primary (210 provider)
• Weelsby Primary (420 provider)
• Grange Primary (315 provider but only 50% catchment feed to Wintringham)
• Lisle Marsden Primary (630 provider)
• Nunsthorpe Primary (525 provider)
• Woodlands Primary (420 provider)

However the catchment number of pupils for the two sites show that by 2022/23 Havelock will have 357 catchment pupils and 200 places available and Wintringham 290 catchment pupils with currently 180 places available (potentially 200 places).

The LA cannot dictate parental preference for a provider but historically due to spare capacity within secondary provision, over 90% of secondary pupils get their first choice. The LA knows that from 2016 this trend will see a year on year reduction due to the rising numbers.

POSSIBLE EXPANSION OF SURROUNDING SECONDARY SCHOOLS.

Havelock Academy has (2015) increased its PAN from 192 to 200 giving a net capacity of 1000 pupils. Wintringham Oasis Academy is currently exploring the option of increasing its PAN from 180 to 200 (and has already indicated to the LA that it will not be growing beyond this number) which again would give the site a net capacity of 1000. All of the LA’s secondary providers are academies and as such the LA has no power to increase sites without the academy’s agreement. Equally it is noted that large providers are not always the most suitable form of provision for all pupils. Between the two sites there will already be movement of 2000 pupils across the town centre. Through the creation of a further, smaller provider within this area will reduce pupil cross movement across the town and provide parents with more choice when looking at a secondary provider.

SUMMARY

The Local Plan identifies significant housing growth within the borough over the next five to fifteen years. A majority of the developments are on the periphery of the town, which will effect pupil migration and movement at secondary level. New housing will negatively impact upon parental preference with regard to the secondary pupil population within the town centre, and create a disproportionately high number of catchment students against places currently available within some providers.
6. PROPOSALS

From a place to ‘end up’ to a place to ‘start up’ . . . . .

. . . . . When we started this process we were shown a place that the rest of Grimsby had turned its back on. It is in large part running down and the perception of the area is poor.

Although a strong sense of community is apparent within East Marsh the wider appreciation of the area needs to be transformed by the future use of the site. The proposals we are putting forward in this section will, if implemented, create a new place with a new purpose.

This process of reputational change will be crucial to securing key future long term investment interest in the area and achieving a sustainable function in the Borough.

In summary we are proposing a new square to create a centre point for the site that will support the Market and Digital Business Hub. This square could also be the front door for a new school to occupy the cleared social housing site and a flexible mixed use scheme on the Agra site to the north. The footfall and energy created by focussing all the uses on one square will be transformational.

We also realised quickly that we needed to look at the wider site context to frame our proposals. The Drivers for Change section earlier in this report details the astonishing support (38% of convenience goods spend in the town) for the Asda to the south and it became apparent that our site and crucially the perception of the retail requirement on it needed to change and that District Centre retail needed to consolidate further south with the Asda as a bookend.

We therefore propose a distinctive policy framework comprising two sectors. A southern sector District Centre and a northern sector special mixed use site. The following sections go into further detail about how this can be achieved.

6.1 PLANNING POLICY

Key planning policy drivers for the Development Framework

The Freeman Street / East Marsh area is undergoing substantial change. Arguably, it is the area of Grimsby that is likely to undergo the most significant physical and economic changes in the short-medium term. Moreover, its location at the fulcrum of wider economic drivers such as the emergent Port focus on renewable energy related investments and the town centre, creates opportunities for a future development framework that can drive fundamental changes in the role and reputation of the area and the local community.

The planning policy context highlights some key drivers that must shape the development framework:

- An outward-facing approach – the framework for the defined study area needs to strengthen the relationship between East Marsh and the wider growth opportunities presented by the Port, the town centre and other key assets, making clear links between target growth sectors and community regeneration.
• **A focus on economic growth** – the framework needs to enable East Marsh to redefine its relationship and supporting role in economic growth ambitions, making a positive contribution to growth through employment and improved education and skills, enabling local people to compete for new employment opportunities in growth sectors, particularly linked to the growth of the offshore renewables sector. Assets in East Marsh need to respond to this opportunity to be best placed to attract external resources, including private sector investment through supply-chains and public investment through Growth Funds.

• **A flexible approach to future land uses** – the former tower blocks, the Agra site and other sites in the area create opportunity for a wide range of new uses. Over-prescription can lead to missed opportunities and a more flexible, ‘mixed-use’ approach across the area would be appropriate to encourage investment. An explicit drive to support enterprise growth across all sectors, including retail, leisure, light industrial, services should underpin the framework and encourage diversity.

• **Supporting community health & well-being** – the framework should facilitate a broadening in the mixture of land uses, improving the health, educational attainment and safety of local people, the refurbishment of the existing property and the attraction of new development – a focus on a more mixed use framework, blending community and commercial assets in a more flexible manner supporting the ‘well-being’ of residential and business communities in the area.

• **New perceptions through place-making** – the area’s reputation is a key barrier to investment. Ongoing physical improvements and distinctive new assets must support a ‘re-branding’ of East Marsh and Freeman Street as positive destinations and investment locations. Removal of the tower blocks and vacant units fronting Freeman Street will have generate immediate impacts and draw in development interest. The framework needs to promote continued improvements in public realm and existing key assets such as the Market, the introduction of new high quality services to support the local community and generate footfall, and create opportunities for new assets for the area. All development proposals should demonstrate a contribution to reducing carbon footprint.

• **A new definition for Freeman Street** – the proposed re-designation of Freeman Street as a District Centre requires clear definition in terms of its role, land use flexibilities and boundaries – it can become a truly distinctive service centre for both a local catchment and wider specialist markets. The complementary anchor roles of the Market / Business and Digital Hub and Asda need to be reinforced, while the core retail and service centre functions should be consolidated and better linked to Asda to secure critical mass, accessibility, viability and profile. A clear distinction should be made between the roles and development frameworks for the southern and northern sections of Freeman Street, including their respective links to economic drivers in the wider area.
A Distinctive Policy Framework

The Development Framework seeks to clarify the distinctive roles and opportunities for East Marsh, particularly the complementary approaches to development in the ‘northern’ and ‘southern’ sections of Freeman Street and its immediate hinterland, both within and on the fringes of our study area. The following approaches are proposed:

‘SOUTHERN SECTOR’

- Formal planning designation as ‘Freeman Street District Centre’, distinguished from the Town Centre. The northern boundary of the District Centre is drawn at Duncombe Street.
- The District Centre is anchored by Asda as the main shopping draw in the area, with improved linkages between Asda and Freeman Street to enable more linked trips.
- Freeman Street (South) is re-branded as a dynamic, vibrant retail and service centre driven by local independent traders, meeting local community needs and attracting wider specialist markets.
- The District Centre aims to attract a wider than purely local catchment via Asda and based on unique mix of shopping and service opportunities and specialist independent traders.
- Qualitative improvements are promoted in retail and service offer complementing the Asda draw, including ongoing public realm and shopfront improvements.
- Freeman Street (South) is distinguished from the Northern sector as the focus for retail and service functions, with the Northern sector promoted as a more explicitly mixed use area, including the interface with the industrial area to the west.
- A formalised policy narrative to be developed to promote distinctive roles and functions between the northern and southern sectors.

‘NORTHERN SECTOR’

- Re-designation as part of a ‘Mixed Use Special Policy Area’ – combining education, leisure, health, housing, enterprise activities and including the Market / Business and Digital Hub.
- Redefinition of the area’s role and future to create more positive, aspirational offer capable of attracting future private investment.
- The Market / Hub marks the ‘transition point’ between the retail / service centre focus of the newly defined District Centre in the south and the ‘Mixed Use Special Policy Area’ to the north.
- The northern sector is promoted as a distinctive area outside of the designated Freeman Street District Centre, performing complementary roles for the local community but also creating future business-led investment opportunities. Planning policy provisions relating to Local Centres would not apply, requiring a more flexible ‘special policy’ supporting economic growth-orientated mixed use.
- A flexible planning framework promoting the integration of the new Academy (if progressed) with other assets supporting a new future for the neighbourhood based on learning, enterprise and healthy lifestyles.
- Enabling planning policies promote redevelopment at varying scales and facilitate future investment in the Agra site, including for private investment opportunities linked to the new port economy.
- Intensification of leisure uses in the ‘cinema’ site and improvement to building frontages.
- Support for changes of use from retail to other uses in the Northern sector to support consolidation of retail functions to in the ‘Southern sector’ of Freeman Street.
6.2 MASTERPLAN

The masterplan option shown below is the culmination of the process of this study. It takes into account the policy aspirations for the site and maximises the opportunity afforded by the large scale clearance. Within these uses, however, we have allowed an element of flexibility particularly on the Agra site. The site also retains existing uses and these need to be accommodated properly and not marginalised.

Existing uses.

Within our site The William Molson Centre is situated on Kent Street just to the east of the site. It provides a range of health services including School Nursing, disabled access and the developing healthier communities’ team, it is a major resource for the delivery of front line health services.

On the opposite side of Kent Street the Freeman Street Resource and Community Centre was built in 2000 to provide facilities for adult and youth training, community, social, sporting and cultural activities of benefit to individuals and community groups.

Currently the two centres have a requirement for approximately seventy parking spaces to the east of the northern block of the Agra site. The masterplan would look to continue to support these centres as part of the community health and well being programme.

To the south of the William Molson centre an area of housing is retained. The masterplan would look to ensure that the boundaries to this housing area would be sympathetically treated and that new uses would not marginalise it with rear views (as is currently the case with the Agra site).

A key existing use is the building housing the refurbished Market plus the recently developed Business and Digital Hub. The Hub was completed in 2014 with grant aid and is a significant facility in terms of future use options for the wider site. It has a super-fast broadband connection. Some of the international companies on the docks use it for video conferencing and other meetings because they do not have a fast enough internet connection. It is essential to support the function and use of this building a part of the wider masterplan.

The block of properties between Garibaldi Street and Duncombe Street include St Andrews church and day centre which is relatively stand alone and should be retained and the Grimsby Central hall Arts and community centre which should be retained and encouraged.

A recent development in the old Cinema site on the corner of Garibaldi Street and Freeman Street is “Ghettopark Grimsby” an indoor BMX, skateboard, scooter and Inliner Park which is trading very well and offers a potentially good fit with the upcoming masterplan proposals supporting a new future for the neighbourhood based on learning, enterprise and healthy lifestyles. Our policy framework calls for Intensification of leisure uses in the ‘cinema’ site and improvement to building frontages.

The remaining buildings in the block (Farm Foods and Inshops) would ideally be remodelled or demolished and uses found commensurate with the planning policy framework laid out earlier in this section. This will need to be a market led intervention and would not necessarily be an obstruction to any wider interventions. We envisage it may happen after other proposals have been implemented and a general interest in the area, physically and economically, is increased.

A new public realm scheme for Freeman Street has been implemented which commences to the south of our site at Ellis Way but reaches to just north of Nelson Street. Significantly this includes the market building and stops almost exactly where
PROPOSALS CONTINUED
Our proposals include;

- **THE NEW SQUARE.**
  Positioned as a central feature the new square will act as a focus for activity and footfall. It will enhance the setting of the market and the Business and Digital Hub allowing spill out and events. A new square can also be flexible enough to accommodate an entrance to new mixed uses from the Agra site to the north and a school or park (or indeed any other use) to the east. Its role is to focus and channel energy into one main central area.

- **A NEW SCHOOL**
  The NELC schools assets team have identified a site requirement for their new secondary school of 4.25 ha. The area identified on the masterplan is 3.58 ha however the site could be augmented by providing staff parking on the Garibaldi St car-park. The floorspace for a secondary school will be between 4200m² and 4820m² as set out in Building Bulletin 103.

  For the square to work effectively the school must be designed with the main building situated to the west of the allocated site so that the main entrance is fronting the square. This arrangement will also allow the design of the open areas to the Albion Street side of the site which, in scale and massing terms would be more appropriate to the existing uses there.

  The design can be based on the “school street” model which allows a dual entrance for pedestrians and car users (see masterplan). We would propose parking and drop off on Garibaldi Street with Thesiger Street closed from Garibaldi Street to Albert Street East to allow extra parking for both the school and market. We would propose screening to the boundaries of the school with a green strip to the south of Albert Street East to reduce the impact of a school block on the existing residents.

- **MUSEUM**
  A new museum that could house the Doughty bequest along with other artefacts including the P1 lightning fighter jet. A public building of this nature would best be positioned to address the proposed Square.

- **SPECIAL MIXED USE SITE**
  The Agra site will become mixed use as described earlier in this report. In masterplanning terms we would look to protect the existing residential area along Thesiger Street by stepping back any building line and allowing green screening on the boundary. Our plan shows a building frontage to Thesiger Street but if this reverted to parking we would still require a landscape strip to screen the housing.

  Any new building mass should provide an adequate frontage to Freeman Street and Kent Street with parking accommodated internally. Our example shows a 19m wide internal court which can accommodate two row of cars with a central access road.
To the south of the mixed use site we would require a main entrance feature onto the proposed new Square.

6.3 DELIVERY AND PHASING

Delivery coordination & leadership

The range of interventions proposed will require a coordinated approach to delivery – various public and private sector stakeholders are involved, a diverse set of enabling policies will require alignment and, critically, the enthusiasm of the local business and residential community needs to be harnessed.

‘Delivery’ in the context of the long-term ambitions for East Marsh is not simply a matter of chasing resources – if the framework has the clear, long term support of the Council, other public agencies, local businesses and the community, then external resources will be attracted. What is required is a strategic approach to delivery that builds confidence amongst potential investors and promotes a prioritised approach towards future actions.

Delivery must:

• Be driven by strong leadership, both from the Council, Shoreline and the Freemen. The established Stakeholder Group has a key role to play but will require a clear mandate, agreed terms of reference and accountability framework to enable it to act authoritatively as the East Marsh ‘champions’;

• Be prioritised within local economic, planning, transport, education, housing and other aspects of Council policymaking that can support the delivery process;

• Be embraced by the widest set of stakeholders within and beyond East Marsh;

• Be understood by and give confidence to the private sector by reducing, or at least being perceived to reduce, investment risks.

These are complex tasks that will need focused staff resources to coordinate activity. Given the breadth of activity promoted across the framework, it is envisaged that a dedicated East Marsh Delivery Manager may be required to act as the focus for coordination of delivery activities, providing executive support to an East Marsh Delivery Board and acting in a commissioning role to draw in the necessary specialist expertise from partner organisations or external sources. As delivery progresses, the shape, remit and responsibilities of the East Marsh Delivery Manager will evolve – the critical requirement at the outset is to ensure that delivery momentum gets underway and that leadership roles are confirmed across the range of policy and site related interventions.

Additional external funding opportunities will arise during the course of delivery. The East Marsh Delivery Manager will need to have access to the necessary expertise to respond effectively to new funding opportunities, particularly given the emphasis on competitive funding and the growing importance of the LEPs in governing funding streams for economic development, notably via the Government’s Local Growth Fund.

Intervention business cases

A series of ‘business cases’ will need to be developed for each intervention to provide the basis for sourcing funding, including through the key local stakeholders, but also externally through the Local Enterprise Partnerships in seeking support through funding programmes including Local Growth Fund. These business cases will need to be framed around a ‘Five Case’ model:

• Strategic case – the rationale in the context of the
framework and links to wider economic growth objectives;

• Commercial case – the demand / take-up prospects for the proposed outcome from intervention, whether it be development sites, the school, new services etc.;

• Financial case – the funding package for an intervention, including security of match funding;

• Economic case – the value for money of an intervention based on costs and benefits;

• Management case – the delivery arrangements for an intervention, including understanding of risks.

New policy mechanisms

Much of the early emphasis in the delivery of the framework will be on the application of policy mechanisms to re-enforce the objectives for key sites and distinctive functional roles of the area. For the ‘Mixed Use Special Policy Area’ the objectives for redevelopment of the Shoreline site, including the new school option, and for the redevelopment of the Agra site, the draft Local Plan will require a clear policy statement that confirms a flexible approach to future uses in the area but with a criteria based approach to ensure that wider community and economic objectives are secured:

“The East Marsh Mixed Use Special Policy Area has been defined to support ongoing regeneration of the community and encourage a range of land uses. Development proposals will be required to:

• Demonstrate alignment with the objectives of the East Marsh Development Framework;

• Create a mixed use environment, including community, commercial, residential and amenity uses;

• Support the consolidation of Freeman Street District Centre and the introduction of mixed commercial uses into the ‘Northern Sector’ of Freeman Street.”

To extend the flexible planning policy approach consideration should be given to introducing a Local Development Order (LDO) covering the Mixed Use Special Policy Area to promote investment and changes of use in the area. The LDO may be particularly effective in promoting a wider range of uses in the ‘Northern Sector’ of Freeman Street and supporting the growth of light industrial and other productive business activities.
from the adjoining industrial area to the west. The LDO would introduce a clear statement of intent regarding the future role and function of the Northern Sector of Freeman Street vis a vis the consolidated District Centre functions to the south.

For the consolidated Freeman Street District Centre the current draft Local Plan provides limited policy guidance on form, function, boundaries and land use policies. Given that this will be the only designated ‘District Centre’ in the Borough, the Local Plan should provide a more prescriptive narrative. This should:

• Confirm the extent of the District Centre as proposed in the framework
• Define the role of the centre in serving the local community but also attracting a wider catchment, supporting the destination roles of Asda and the Market;
• Promote a mix of retail and service uses commensurate with the centre’s role and function in the local hierarchy;
• Encourage consolidation of retail activity from the Northern sector of Freeman Street;
• Promote ongoing investment in public realm, car parking, pedestrian links and place-marketing.

East Marsh advocacy

Changing perception of East Marsh is a critical task. The delivery of the Framework will therefore need to focus initially on:

• Achieving recognised status for the framework as the guiding strategy for future enhancement and growth;
• Championing and marketing of key development opportunities to local and external interests;
• Co-ordinating delivery interventions.

The framework must become a recognised point of reference for all development and management activity in the area. This means that the framework must become widely understood and be given materiality in decision making. In practical terms, the framework should be the subject of an ongoing engagement process that sustains widespread understanding of its rationale, implications and potential benefits amongst the local community. This is an important task and will need leadership and direction from the Council, Shoreline and the Freemen.

Long-term plans require more than just present day political support. Delivery in East Marsh relies fundamentally on a long-term commitment from the Council to the principles of the framework. This may require difficult decisions to be made – delivery may be as much about proposals that are resisted as well as those that are delivered. Funding of key interventions may also require choices to be made about resource priorities, particularly for the delivery of the school and key site acquisitions.

Therefore, the framework needs to become a material consideration in Council decision-making. This ‘materiality’ provides a degree of certainty to other stakeholders and confidence to the private sector about the future of the area.

A critical delivery step involves projecting East Marsh’s opportunities beyond local interests and promoting development opportunities to ‘external’ public and private sector investors. This will require a high profile and well co-ordinated approach that highlights priority development opportunities and key interventions within the framework.

In the initial delivery phase the focus should be upon generating momentum and profile for East Marsh and associated development opportunities. Specifically, activities should include:

COMMUNICATION & MARKETING

• Establishing a communications plan for all engagement with stakeholders and potential investors regarding the framework;
• Developing a branding and marketing strategy for East Marsh;
• Dissemination of intelligence on the area, key assets, ongoing development activity and future investment opportunities;
• Securing references to the strategic growth role of East Marsh in key policy statements, including the Council’s Economic Development Strategy and, as far as possible, the Strategic Economic Plans of the LEPs.

REVIEW OF REGULATORY POLICIES
• Ensuring the alignment of key regulatory plans and policies, including planning, licensing, traffic & area management, to the framework and identification of any potential barriers to investment – East Marsh needs to project a sense of being ‘an opportunity area’.

Compulsory Purchase

The Compulsory Purchase of land and buildings in the study area would be a practical possibility but would require a formal redevelopment scheme for which planning consent had been granted. This is a pre-requisite for a Compulsory Purchase Order to be valid.

This could be a long and expensive process which might include a requirement for a Public Inquiry.

If land and buildings could acquired by negotiation it would be a speedier and more cost effective solution.

Phasing

There can be no specific and prescribed phasing for this site due to the unknown timings of acquisition of the Agra site for example. However there are elements of certainty that can be programmed to provide a framework for a potential phasing plan. In this section we pull together what we know to be happening with the remaining events in a preferred sequence:

1. Complete local plan 2015 -16
2. Allocate new Square site 2015 -16
3. Demolition of the residential properties Summer 2017
4. Close southern Thesiger Street 2020
5. School Opens Summer 2021
6. Acquire and Demolish Agra Site 2015 – 2018
7. Construct new square after demolition of Agra site
8. Construct new mixed use area 2018 +

6.4 RENEWABLE ENERGY

There has been a surge of interest in renewable energy projects and ideas in the area, not least of which is the Greater Grimsby Community power (GGCP) C.I.C. (See appendix 4) With the emerging renewable energy maintenance hub developing on the port as one of the key drivers for change, any development should support the Greater Grimsby Community power C.I.C. which aims to manage and support the funding of community renewable energy projects within the Grimsby area.
LANDSCAPE STRATEGIES AND DESIGN

Gillespies produce Landscape Strategy reports and masterplans for large scale developments which ensure landscape structure and character are at the heart of the design process. We also offer a full landscape design service from inception and feasibility of the project through to final design and detail. This includes outline and sketch schemes proposals, cost estimating and obtaining Planning Permissions.

GENECON LIMITED

Established in 2004, GENECON is now a leading UK economic consultancy specialising in devising deliverable strategies for growth and regeneration of urban centres – the practice has an established reputation and track record in developing innovative strategies at all spatial scales across the UK. GENECON brings not only knowledge of the economic and policy context for growth delivery, but also the spatial implications on the ground.

GENECON understands the process of developing action plans for sub-regions, town centres and neighbourhoods. We have recently prepared a number of town and neighbourhood investment plans, for example recent work in Bradford,
Bournemouth, Sheffield and Hartlepool, Redcar, Blackpool, identifying locally driven opportunities to stimulate regeneration and drive local change.

At a larger scale we have delivered major economic strategies for UK sub-regions, towns and cities. We prepared the Economic Development Strategy for Northstowe – a 10,000 home settlement in Cambridgeshire and the UK’s largest proposed new town – on behalf of the Homes and Communities Agency. We also led the development of a new economic masterplan for the City of Sunderland – one of very few city-wide plans of this type to be successfully implemented in a UK city.

GENECON has leading expertise in contemporary economic development issues, including Enterprise Zones, Growth Plans and infrastructure planning. We regularly develop and appraise business cases for Local Growth Fund support via the Local Enterprise Partnerships. GENECON is a retained appraisal adviser to Humber, Leeds City Region, Sheffield City Region, D2N2, Lancashire, Black Country and Coast to Capital LEPs and has also worked with several project promoters to ensure that business case submissions are robust.

**CLARK WEIGHTMAN**

Clark Weightman are chartered surveyors and commercial property consultants who provide advice to private corporate and public sector clients on all aspects of commercial property, principally within the northern part of Lincolnshire and East Yorkshire. We act nationwide for some clients.

We provide advice to a significant number of public sector clients including universities, NHS Hospital, Mental Health and Ambulance Trusts.

We have a highly experienced team of Directors and qualified staff covering all sectors of the commercial property market.

Clark Weightman is based on The Weir, Hessle, close to the Humber Bridge and within half an hours driving time of Freeman Street in Grimsby. We are also members of The Business Hive managed office space in Grimsby.
Potential creation of a new 500 place secondary provider in town centre.

CONTEXT

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Providers currently take pupils not only from across this borough but also non NEL borough pupils due to spare capacity in some year groups. As pupil numbers within the borough rise however, the immediate demand will adversely affect choice and availability. It is noted that most of the new proposed housing developments are on the periphery of the town, which as they come to fruition will cause a ripple effect within secondary provision, by pushing pupils back into the centre of town, as places within Healing, Waltham, Tollbar and Humberston are taken by the additional catchment pupils that these developments will yield.

PROGRESS

The revised Local Plan provides a picture of available preferred sites for development across the borough. The LA recognises the potential pupil impact new developments may yield. In preparation for this impact upon provision, the LA needs to act strategically and the requirement to secure an additional site within the town centre needs to be explored. A possible location for a new school is land owned by Shoreline (the high rise flats site). The indicated time line for this site to be vacated and cleared (three years+) would correspond with the increasing numbers and reducing spare capacity within the LA’s secondary stock.

Further feasibility work is required to understand the cost requirement for a new school and any opportunities for funding the provision.

SUMMARY

The Local Plan identifies significant housing growth within the borough over the next five to fifteen years. A majority of the developments are on the periphery of the town, which will effect pupil migration and movement at secondary level. New housing will negatively impact upon parental preference with regard to the secondary pupil population within the town centre, and create a disproportionately high number of catchment students against places currently available within some providers.
## APPENDIX 3

Predictions for future secondary pupil numbers within Grimsby

<table>
<thead>
<tr>
<th>School - Planning Area 1</th>
<th>Current PAN</th>
<th>Anticipated future increase in PAN</th>
<th>Allocation Year 7 2015/16</th>
<th>CNOR</th>
<th>CNOR</th>
<th>CNOR</th>
<th>CNOR</th>
<th>CNOR</th>
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<tr>
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<td>Havelock Academy</td>
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<td>1802</td>
<td>1804</td>
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<td>1934</td>
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<table>
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<th>School - Planning Area 2</th>
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<td>175</td>
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<td>157</td>
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</tbody>
</table>

The 2 sites highlighted in yellow are the sites which serve the town centre area.

The overall picture of places (outside of Planning area 2) shows that the LA will have more pupils than places available by 20/21 and it is expected that this number will continue to increase.

The figures for Healing, DA Immingham and Tollbar include pupil numbers on roll in Lincolnshire CC & North Lincolnshire Council schools who have a joint catchment area.
GREATER GRIMSBY COMMUNITY POWER C.I.C.

“To reduce energy costs and CO2 emissions by promoting local generation and harnessing, managing and supporting the funding of community renewable energy projects”

Following on from the successful launch of the Grimsby Community Energy Network (GCEN) on 5th September 2014 the Greater Grimsby Community Power CIC has now been officially constituted and is a fully formed community energy development and delivery company. The main aim of the GGCP CIC is to reduce energy costs and CO2 emissions by promoting local generation and harnessing, managing and supporting the funding of community renewable energy projects.

The first project for the GGCP is to carry out a feasibility study for a “20 Acre Factory Roof Solar Project” for which the company has won financial support from the Department of Energy and Climate Change (DECC) through the “Urban Community Energy Fund”. The DECC particularly liked the proposal as it was business and community led and would kick-start several other opportunities for the growth of similar projects that would benefit the wider community. The project is looking to build on the Freeman St. Market solar project by the fitting of 20 acres of solar panels on industrial roofs in Grimsby with the excess energy being put back in to the community.

Leading the GGCP is newly elected Chairman Richard Bellamy who has been a champion of renewable energy for many years and was the main driver of the Freeman St Market Solar project. Richard says: “It has become obvious that the electricity supply sector is about to undergo radical changes with far more local generation and distribution as the decision to nationalise in 1948 is finally reversed. The six main supply companies who took over from the original nationalised body are currently the main suppliers of electricity. There are strong indications that this will change within the next 5 or so years moving to locally led renewable supported companies. GGCP is a pioneering organisation at the forefront of this change and sets out to encourage these developments through its objectives, being based in the offshore maintenance hub of Grimsby as a major part of the Energy Estuary. For example one of the areas we will be looking at is the development of efficient battery storage will revolutionise the use of renewables giving it 24/7 availability therefore making the offshore investments appear more viable.”

The GGCP is the first Community Energy project under the Grimsby Community Energy Network umbrella which is firmly rooted within the community from where it draws its membership and is led by the Enrolled Freemen of Grimsby (EFG), Shoreline Housing Partnership (SHP) and facilitated by North East Lincs. Council and their regeneration partners Cofely.

This project will act as a pump-primer for a much bigger scheme involving additional solar and other renewable projects. As far as we can gather most Community Groups are generating electricity, sending it back to the grid (cheaply) and then using that money to benefit the community, this would be the fall back position should our proposal for energy sharing be shown to be impracticable for any reason…..”Our scheme is aimed at a rather more cost effective solution of trying to use the energy generated in the community…..”

Supporting Richard are Peter Tiffney who was until recently the Technical Director at Five Star Fish and responsible for their large solar project and Winston Phillips who was previously Chairman of Grimsby Renewables Partnership.

Over the next six months GGCP will carry out a technical feasibility study and produce a financial viability report with the aim of encouraging local factories and industrial units to start their own solar projects. This will not only reduce energy costs but will also cut emissions and the hope is that any excess energy can be managed for the benefit of the wider community.

ADDENDUM

5th September 2014 Vision “To complement the offshore expansion the Grimsby Community Energy Network has been
founded to encourage onshore renewable energy and to give something back to the community.

The GCEN has held several consultation meetings with the local authority, key industrial organisations in the area and the wider community as a whole.

The support for a community led network where the wider community will benefit directly from the recent major investment in the area has been considerable.

The GCEN is now looking to build on the Freeman St solar project by fitting 20 acres of solar panels on industrial roofs in Grimsby with the excess energy being put back in to the community.

This project will act as a pump-primer for a much bigger scheme involving additional solar and other renewable projects.

The GCEN is seeking a grant to provide a technical feasibility study and a financial viability report.

The Grimsby Community Energy Network is firmly rooted within the community from where it draws its membership. The formation is being guided by the Enrolled Freemen of Grimsby (EFG), Shoreline Housing Partnership (SHP) and facilitated by North East Lincs Council and their Regeneration partners Cofely.

The EFG is a charitable organisation (number 2192070) with over 1,000 members all living in Grimsby.

Shoreline is also a registered charity with over 8,500 tenants (number 1107876)

This “20 acres of roof solar” in this application is just the first phase in a much wider community project to lower prices and reduce CO2 emissions, by generating energy for businesses there will be a pay back to GCEN which can then be used in East Marsh to help cut energy poverty in a very deprived area.

As far as we can gather most Community Groups are generating electricity, sending it back to the grid (cheaply) and then using that money to benefit the community, this would be our fall back position should our proposal for energy sharing be shown to be impracticable for any reason.

Our scheme is aimed at a rather more cost effective solution of trying to use the energy generated in the community.

For instance we might sell to the grid at say 5p but Central Hall near to us is buying at 12p, if GCEN could sell it at 8p then everyone is gaining. One option - Talking with NPg we understand that you cannot have 2 electricity inputs to your site, so that if we have a Virtual Power Station distribution point as our input and then this wishing to be part of the scheme would buy all from GCEN and we could mix and match internal generation, using the grid only to buy or export to balance. This could be done by direct connections between the sites or when not possible (Sleeving). Lowering energy costs is at the centre of the project both for business – to make more competitive and job creating and for the wider community to share in the benefits of excess energy. A local bond issuing could help keep money in the area and reducing energy poverty by advice, insulation and joint buying.

We are based in the Grimsby Onshore Renewable Energy Hub at Freeman Street Market which we plan to use as an educational centre working with Grimsby Institute Renewable Engineering base and the local schools.

Further community benefit for our 1000 EFG members and 3500 SHP tenants is being developed with East Marsh local councillors and local leaders as to how funds and energy generated can best be shared with those most in need, this will be finalised during the funding process. EFG’s Freeman Street Market solar installation is already reducing the CO2 in East Marsh by over 70 tonnes per annum our project will vastly add to the air quality for all the community.

This study supports this initiative and the masterplan proposals put forward allow for renewable energy interventions.