

WEST LINDSEY DISTRICT
the highpoint of Lincolnshire

Gainsborough Regained

THE MASTERPLAN



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Appendix A

Framework for Delivery

Executive Summary

West Lindsey District Council in partnership with Lincolnshire County Council and Lincolnshire Enterprise has commissioned a team led by Gillespies to prepare a long term vision and masterplan for the town of Gainsborough and adjoining parishes of Lea and Morton. Gillespies have been assisted in this project by economic consultants GENECON, traffic consultants MVA, Community Consultation experts David Potts Associates and commercial agents King Sturge.

This Executive Summary document explains the process behind the masterplan and summarises the stages. The numbering follows the masterplan contents page. The project brief and context for the commission has been laid out in a stage one report entitled "Scoping Document". The masterplan document is the second stage of the process.

Scoping Document

The scoping document provided the framework for development of the masterplan. The consultancy instruction identified a number of key aims for this first stage of the study:

- ▶ analysis of the local economy to provide a benchmark for future development and regeneration in the area;
- ▶ consultations with key stakeholders, community groups and local businesses to further explore key economic issues facing the town;
- ▶ identification of key economic/employment sector strengths and weaknesses in the town; and,
- ▶ setting out issues that should be further developed during the masterplan process.

This report provided a framework for the Gillespies team and the client group to consider the current socio-economic position of Gainsborough and the key social and physical issues arising, to be addressed by the masterplan. It provided recommendations on the future priorities for intervention in terms of policy and funding, to improve long-term economic prospects, and provides a basis on which to evaluate progress.

1.0 Masterplan Aims

The baseline socio-economic information and the views from the consultation meetings provided the framework for development of the long term masterplan for Gainsborough. In summary, the masterplan is to put forward measures to address several key aspects:

- ▶ put down a marker – to set out a clear signal of intent both locally and regionally in terms of managing growth and quality. It should answer the question: where does Gainsborough want to be in 20 years and beyond, and to prepare a route to get there;
- ▶ Gainsborough's spatial future – in strategic terms, the need to establish a spatial framework for the town, that delivers policy objectives whilst considering environmental constraints and community views;
- ▶ Quality of life – consider measures to address the significant levels of socio-economic deprivation through a package of interventions, targeted at the most deprived communities.
- ▶ A strong town centre – within the central parts of the town centre, address the impacts that will result from the development of Marshall's Yard and the need to improve several aspects of the town centre. The need to regain, for the 21st century, the hierarchy of spaces, streets and focal points that the town once had but lost in the development changes of the last century is critical. The need to address the gateway to the town centre and the associated urban fabric issues in the deprived South West and East wards is also required;
- ▶ Community representation – to engage the local community in the masterplan process and developed a coordinated community representative body. This group will help shape and deliver the future of the town.

This masterplan delivers a route for both phases of the process. One of the key issues constraining growth is infrastructure, mainly highways, and in order to plan these properly we consider a longer term picture that takes us beyond the masterplan period. It makes sense to understand the capacity issues and plan properly for it now.

The vision statement below sets out the task before us, this masterplan shows the way.

"In the last century Gainsborough lost its way, but with the help of the community this masterplan will restore its lost character, reclaim its identity, and repair the heart of the town. Together, we will regain its role and stature as a strong independent place growing confidently into the 21st Century."

2.0 Strategic Framework

The analysis undertaken to establish future population and resulting land use requirements has been set out in the detailed masterplan and reflects the current policy framework. This has established, through discussion and agreement with the steering group, that the following should provide the broad land use framework to be addressed in the masterplan.

Residential land

- ▶ the need to accommodate an 'additional' (over and above currently allocated units) 3,334 residential units in Gainsborough for the period to 2026 to reflect RSS policy;
- ▶ an additional 83 hectares of land (over and above that currently allocated), as a minimum, should be identified to accommodate this level of housing growth.

Population increase

- ▶ approximately 1,200 of Gainsborough's total RSS allocation of 4,900 units will be required to maintain the town's current level of population to 2026, reflecting forecast household density rates;
- ▶ the additional 3,700 units could therefore lead to an increase in the town's population by approximately 8,000 residents, increasing the total population to approximately 28,000 by 2026.

Employment land

- ▶ given a population increase of 8,000 and wider County Council employment growth targets, the number of new jobs in Gainsborough could be up to 5,000;
- ▶ this could require in excess of 30 hectares of land to be identified for new employment activity.

Long term requirement

When considering a twenty year vision and development programme, particularly where significant infrastructure works will be required, it can be helpful to consider what could be the scale of growth for the following time period. If a growth objective of increasing the population of the town by a further 20,000 population is assessed, then the following are important considerations for the masterplan:

- ▶ a further 185 hectares of residential land could be required, over and above the current RSS requirements; and
- ▶ an additional 20 hectares of employment land may be required.

The masterplan process, in terms of forward planning of infrastructure, investment in strategic landscaping and environmental projects and the identification of a phased/coordination programme of growth, should consider this wider long term objective

3.0 Gainsborough's Spatial Future

In strategic terms, the masterplan will establish a spatial framework for the town that enables it to deliver policy objectives whilst considering environmental constraints and community views.

This chapter builds on both the strategic framework as set out in chapter two and the scoping study. It translates the policy aspirations into physical form and develops a rationale and structure for land use, connectivity and quality of life.

The masterplan then looks at the context and history of the town.

A growth agenda

The spatial future for Gainsborough is policy driven, with the need to increase residential provision to at least maintain population levels, but more importantly to provide the catalyst for a range of other necessary investments in the town and support delivery of the Regional Spatial Strategy. The key task for the masterplan is to establish the scale of that growth and where it should occur for the benefit the town. This will provide Gainsborough with a spatial framework appropriate for the 21st century, which needs to be consulted with and supported by the local community. This chapter considers the town's physical and environmental infrastructure, and establishes key stages when additional development levels will trigger significant infrastructure investment.

Housing

A significant element of the masterplan process has involved consultation with the Stakeholder group and a public consultation event. In both cases concerns were expressed about the current housing expansion that appears to be taking place without a planned framework, raising concerns about the provision of infrastructure- both physical, social, and overall quality .

Key Masterplan Principles

Based on the consultations and consideration of environmental highway and sustainability issues, the proposed location of new housing sites has been established to reflect the following principles:

- ▶ To increase the vibrancy and sustainability of the town centre by introducing new high quality housing onto current poor quality town centre industrial sites.
- ▶ To significantly increase residential land to the south and east of the town to take advantage of the proximity of the A631 and the potential new railway station. This would also minimise through traffic in the town centre.
- ▶ To build family housing in the vicinity of the new education village.
- ▶ To retain the identity of Morton and Lea by avoiding large scale residential development.
- ▶ To build residential land close to but not encroaching on the proposed green corridor around the town.
- ▶ To integrate the existing housing allocation and allocated sites.

Employment

There is a strong correlation between the Regional Spatial Strategy and the Regional Economic Strategy reflecting the need for Lincolnshire's competitiveness to be enhanced through increasing economic activity and demographic growth. The masterplan delivers appropriately located employment land in addition to residential uses.

The transformation from a market town to an industrial centre in the late 19th and early 20th centuries when expansion and industry appeared on a large scale. The growth stalled after the Second World War and the town centre was left with a legacy of decay and inner city scale deprivation.

The town is still a major employer, but predominantly within its manufacturing sector there are significant employer uses occupying low grade or semi-derelict sites within the town centre. This is restricting the potential growth of other land uses, blighting the environment and involving HGV movements contributing to the poor quality environment.

The proposal within this masterplan is to relocate all of these employment uses to new planned locations adjacent to the A631 in the south east. Employment sites have already been allocated here and larger areas have been put forward by this masterplan. There will be easy access to the main road and trips involving HGV's through the town centre will be reduced.

Transport

This section provides the rationale behind improvements to the highway and transportation infrastructure, which are required to support the future travel demands that will be generated by the current masterplanning proposals. Detailed information relating to specific traffic flow data is contained in a separate technical Appendix .

Proposed transport measures have been identified to improve the accessibility of Gainsborough. At a sub-regional level, enhancing connectivity to key destinations in the immediate rural hinterland, the East Midlands and also to the Yorkshire and the Humber are recognised as important. Interventions at a 'local' level for Gainsborough are also identified.

The following points should be taken into consideration

- ▶ Regional Funding Allocations for transport schemes were announced by the Secretary of State in July 2006. These cover anticipated expenditure up to 2016.
- ▶ The future transport funding will need to target the delivery of the RSS growth up to 2026
- ▶ The Eddington Transport Review suggests future transport funding should be targeted towards tackling congestion and that it should focus upon city-regions: this would not include areas such as Gainsborough.
- ▶ Gainsborough has no Transport Strategy in place unlike Lincoln, Boston and Grantham, where such studies are being undertaken. This piece of work has highlighted transport interventions that are likely to be required to support the development aspirations contained in the masterplan.
- ▶ The Lincolnshire Local Transport Plan 2006-2011 includes no road proposals for consideration for Gainsborough, nor does it cite the potential of any scheme (for example a bridge) in its longer term strategy. An integrated transport study for Gainsborough should be undertaken to assess the merits of proposals against other priorities across the County for inclusion in the next LTP in 2011.
- ▶ The chances of securing significant levels of public funding for major transport investment are not great. There is a need to consider developer contributions in relation to an overall transport strategy, rather than relatively small, discrete transport interventions.

Pending the integrated transport study for Gainsborough recommended above, it is important that the transport interventions identified in the masterplan are adopted in principle and that funding is obtained with a feasibility study for the development of a new station and/or redevelopment of Lea Road Station. These principles will be addressed within the Action Plans.

Green Corridor

Public and stakeholder consultations confirmed the widely held view that the town centre does not have enough public green space. There is also a strong view that, although the town is surrounded by countryside, there is a shortage of "joined up" walks and cycleways around the town and peripheral areas.

This section proposes a public walkway and cycleway around the edge of the town. The ultimate ambition would be to connect with the riverside at Morton in the north and the Site of Special Scientific Interest (SSSI) at Lea in the south. A series of riverside walkways and the proposed pedestrian footbridge would then complete the loop.

Principles

- ▶ The scheme will form a natural edge to the town
- ▶ It could link with the riverside initiatives and potential new pedestrian crossing.
- ▶ Create an attractive environment to encourage people to explore the town in a variety of ways.

Leisure and Recreation

An improved leisure offer, particularly for families and local youngsters, can be focused on the Town Centre, the Gainsborough Education Village and the Green Corridor. The potential of a new marina and improvements to the riverside will further boost the provision. The new education campus will improve the sports facilities.

This chapter examines the opportunities for broadening the types of uses in the town, such as culture, leisure and recreation, reflecting the need for higher quality and also market requirements.

The Town Centre must be made attractive to all groups and all ages. There is a perception that the evening economy in Gainsborough Town Centre is the domain only of a young 'pub' culture and that it offers little by way of cultural or leisure diversity for a wider age group – particularly high quality bars and restaurants.

Markets

Gainsborough has its traditions in being a market town and has real potential to re-establish itself as a focus for quality market activity,

4.0 Town Centre

Gainsborough is the main service centre for West Lindsey, it is the host for a range of civic and public administration services and is the main retail and employment location in the district. However, it is not a high quality centre and the impact of competing centres such as Lincoln and Meadowhall are clear, with a lack of multiple representations on offer that does not match the town's size and community requirements. The development of Marshall's Yard will change this position and the role of the masterplan will be to establish the likely impact on the town created by Marshall's Yard and the measures that could mitigate that and enhance the whole town centre.

Town centre integration

Marshall's Yard and the existing Tesco development will shift the retail focus of the town centre to the east. Relocation of the District Council's offices to the Marshall's Yard will further embed this. Whilst this new investment is clearly welcome to Gainsborough, it will require a strategy to ensure that the impact this will have on the rest of the town centre is addressed. The risk is that visitors to Marshall's Yard will not visit the 'current' town centre in the future.

The future role of the town centre

The current town centre is generally of low quality, characterised by poor quality shop fronts, examples of unfortunate planning and design decisions, but with isolated pockets of higher quality buildings and public realm. The masterplan sets out the interventions that will be necessary to create a future role for the current 'core' town centre, when the full impact of Marshall's Yard is realised.

Enhancing current assets

The riverside area and buildings such as the Old Hall and All Saints Church, together with several higher quality buildings around the 'core' area of the town do represent assets for the town and will provide the framework for establishing a greater level of cultural/leisure activity in the town centre.

Key town centre sites

Connected to the above we have identified the key sites critical to the long term success of the town centre. The defined town centre is relatively large and will in the future incorporate a range of uses such as residential, leisure and commercial activity.

Market potential of masterplan sites

As part of the study commercial agents King Sturge has considered the market demand and development potential of key sites set out in previous sections of the masterplan. In the context of the RSS King Sturge has investigated the impact of a high growth scenario for Gainsborough; they have examined the impact of a population increase to 30,000+ and 40,000+ total population and shown similar situations in precedent towns.

Car parking

If Gainsborough is to attract more visitors in the future, then it will be necessary to devise an efficient car parking management strategy for the town centre which complements the proposed future developments and meets the demands of town centre users. The car park strategy will have to cater for the needs of residents, visitors, shoppers, businesses and employees. Car parks will have to be suitably located to ensure that all parts of the town centre are adequately served, and the car park charging regime should ensure that visitors and shoppers to the town are not discouraged by prohibitive charging rates.

The road network

As part of the masterplan, significant levels of development are proposed throughout the town centre area, and this development often includes complementary traffic/transport interventions. Overall, in relation to traffic, the main objective is to increase the permeability of the area for 'local' traffic, whilst discouraging/re-routing longer distance traffic away from the town centre. It is also intended that any new transport proposals pay careful cognisance to the needs of pedestrians, cyclists and public transport users and ensures that the new town centre and associated road network is not designed solely to accommodate the needs of the motorist.

5.0 Neighbourhood Renewal

A number of consultations have been undertaken which have highlighted priority issues and 'target' geographical areas for intervention. The result is an emerging neighbourhood renewal project targeted at 5 key areas in South West ward. This section summarises the key issues identified, considers the approach to resolving these in more detail with evidence from the consultations, describes the proposed interventions, the key actions and associated risks.

Deprivation

The Indices of Deprivation (2004) provides the current analysis of deprivation issues across England. The indices enable analysis at a local authority level and also for specific local geographies called Super Output Areas (SOA) for which an overall rank is provided.⁴ There are 13 SOAs covering Gainsborough and Lea and Morton parishes.

West Lindsey ranks in the top 49% of deprived local authorities in England. There are pockets of serious deprivation across the District with six SOAs ranked in the most deprived 20% nationally and one ward in the most deprived 10% nationally. These SOAs are particularly focused on the wards of Gainsborough East and Gainsborough South West.

Crime

The Indices of Deprivation shows particularly high levels of deprivation in relation to crime (4 SOAs in the most deprived 10% nationally). When considering recorded crime statistics for Gainsborough compared with the District and the County, crime rates in Gainsborough, despite falling between 2003/4 and 2004/5, are double that of West Lindsey and Lincolnshire. Criminal damage and violent crime are the main criminal activities within Gainsborough, representing 51.5% of all crimes (Lincolnshire Research Observatory 2006).

Poor housing and physical environment

Under the Indices of Deprivation, the SOAs in South West ward perform poorly in terms of living environment. In relation to housing stock, East and South West wards have a particularly high proportion of terraced houses and high levels of privately rented properties (more than double the national average), these are consistent with the most deprived SOAs. Evidence from the consultation process confirms that these areas contain poor quality, high density housing with little or no open space, children's play facilities or secure car parking. In terms of visual impact, they are a poor gateway to the town and are in close proximity to the town centre which is the focus of investment through the masterplan.

The issues of deprivation, crime and housing are interconnected. High levels of crime are reflective of a town with high levels of deprivation. Poor quality housing and physical environment are key indicators of deprivation and can contribute to high levels of crime and anti-social behaviour. The highest concentration of socio-economic problems is found in Gainsborough East and Gainsborough South West wards. In particular, South West wards were identified by both the scoping study and the subsequent consultations as being the most in need of improvement. As a result, it is proposed that these wards should be prioritised for physical regeneration through the masterplan.

Evidence from the scoping study and consultations is clear. These deprived neighbourhoods have poor housing, poor physical environment and high levels of crime and anti-social behaviour. If nothing is done to tackle these issues, these areas could deteriorate with negative physical, economic and social consequences for Gainsborough. Given their close proximity to the town centre, failure to address these areas as part of the Masterplan could conflict with proposed developments for the town centre.

Their inclusion in the Masterplan presents an opportunity to renew these areas and improve a key gateway to the town; improve the quality of housing and physical environment; increase local property values; reduce crime and anti-social behaviour; and create safer and more cohesive communities.

6.0 Education Skills and Employment

The need to improve education and skills provision and to continue the diversification of the employment structure of Gainsborough were identified as key issues in the scoping study. Based on the consultations and further work undertaken on the masterplan development phases, several key projects have emerged and these are reviewed in the context of their ability to address the issues identified. An analysis of any remaining gaps, together with the risks in delivering key initiatives are also set out.

Local economy and employment

The Lincolnshire economy is identified as facing an 'economic challenge' with significant underperformance in relation to the East Midlands region and the national level. This situation is replicated in Gainsborough, where the town's economy has suffered as a consequence of the loss of major engineering and manufacturing industries. Despite the loss of such industries, nearly 25% of the Gainsborough workforce remains employed in this sector and continues to decline. As a result many residents have skills which are no longer applicable to the needs of a local economy seeking to increase its 'quality' and 'add value'.

The national and regional economy has shifted emphasis, with key value adding growth sectors focused on creative industries, banking, finance & insurance and significant growth in the construction sector. In Gainsborough, there has been some growth in the number of businesses in these sectors however, when compared with national and regional trends, Gainsborough is still lagging behind.

A key focus should be identifying land and quality development opportunities that are attractive to the private sector, providing the best opportunities for businesses and to promote the greatest assets of the town.

Skills and educational attainment

In Gainsborough, a long period of low educational attainment and low expectations has resulted in a workforce dominated by low skills and qualifications. The current educational performance by Gainsborough pupils and the level of basic skills among the resident population conflicts with the need for economic growth and a modern growing economic base, and is therefore a key issue to be addressed within the Masterplan. The proposal to merge the two low attaining schools and create an 'Educational Village' is a key project that seeks to improve this position and this is discussed in detail below.

Gainsborough Educational Village (GEV)

The Gainsborough Educational Village is a key strategic project for the town. The proposals relate to the merging of the existing Castle Hills and Middlefields schools, to form a single new school, located on a site at the eastern edge of the town.

The project aims to provide improved facilities and learning opportunities for both pupils and the Gainsborough community. Gainsborough Educational Village has been successful in securing £12m of Targeted Capital Funding from the Government with Lincolnshire County Council (LCC) committed to funding the remainder of the capital costs. LCC would recover a proportion of this investment through the sale of the existing school sites, potentially for residential development.

The Gainsborough Educational Village would combine all secondary aged pupils from the existing two schools, together with two smaller special schools to provide 1200 mainstream and 80 special pupil places with 32 special 16-19 years places.

Overall, the key objectives of the Gainsborough Educational Village scheme are:

- ▶ To raise the level of attainment at KS3 and KS4;
- ▶ Enhance the learning and teaching experience for all;
- ▶ Offer a wider and more varied curriculum for both mainstream and special school pupils;
- ▶ Personalised learning programmes;
- ▶ Working together, economies of scale, sharing of expertise;
- ▶ Dual specialism of technology and performing arts;
- ▶ State of the art facilities; and,
- ▶ 'Extended' school opportunities for the wider community (such as evening classes, community theatre, all weather astro-turf pitches, sports hall, new leisure centre etc) that would involve parents in learning and wider community activities with the aim of raising standards.

The Gainsborough Educational Village is a critical project for Gainsborough and this is reflected in the level of work undertaken by the partners to date. To maximise the benefit of Gainsborough Educational Village it is essential that development of the project reflects the skill and educational attainment needs. It is evident that many of these issues have been adopted by the project development team and Gainsborough Educational Village will be a key element of Gainsborough's future. It also important for the success of the project that there is improved connectivity between employers, employer organisations and the Educational Village project. This connectivity would ensure that courses, training and skills development are meeting the needs of employers.

Young people's coffee bar

The young people's coffee bar project will establish a facility for young people which provides an alternative education service during the day and a coffee bar in the evenings, where young people can spend independent leisure time. The facility will be developed with support of the 'Unique Network' which has established a successful project in Newark and is keen to support a 'franchise' in Gainsborough. The project is being promoted and overseen by the Young and Safe in Gainsborough partnership (YASIG).

Gaps in provision

Adult education

The consultations highlighted that the adult learning, skills and training opportunities in Gainsborough are limited with funding severely constrained, but the new facilities at the Educational Village, linked with Lincoln College in Gainsborough create the opportunity for proactively addressing this issue. The Masterplan team needs to ensure that Gainsborough Educational Village embeds this approach in development of the project.

Employer engagement

A linked issue relates to establishing employer engagement with the Gainsborough Educational Village and Colleges, in order to ensure that there is greater focus on matching local education and training provision with the needs of businesses.

Facilities and activities for young people

There are a number of projects across Gainsborough targeted at young people but without a strategy or comprehensive overview of service provision it is difficult to determine the key gaps in facilities and activities for young people.

The emphasis upon addressing issues of low educational attainment, creating a broader more skilled workforce and providing new forms of employment in value added growth sectors are a key objectives for the Gainsborough Masterplan. The emergence of key projects such as Gainsborough Educational Village and the young people's coffee bar are important elements in delivering this new vision for Gainsborough and it is essential that their development is actively supported and promoted by the masterplan champion and their team.

7.0 Community Engagement

For any masterplanning process it is important to ensure that the local community is consulted and has adequate opportunity to contribute effectively to the emerging themes and ideas. This section describes how this was achieved in Gainsborough and the processes that were used to ensure that the widest cross section of views were included. The work was undertaken in two phases. Firstly an initial study was undertaken that produced a comprehensive list of over 100 local community groups, organisations and individuals who were contacted directly by the consultants to introduce the concept of masterplanning. In the second phase direct work was undertaken with this group of key stakeholders to help shape the large scale public consultation event in the town. Additionally a smaller team from this stakeholder group are currently exploring opportunities to bring together a local network of community based organisations to support masterplanning delivery and more.

The process

For Gainsborough, West Lindsey District Council provided a comprehensive list of almost 100 potential key stakeholder groups, organisations and individuals. Each was contacted either face to face, by telephone or by direct mail, the initial purpose being to introduce the concept of masterplanning, explain how it would be undertaken in the town and to encourage participation by each individual organisation and its constituent membership.

Outcomes

The outcomes from this first phase were generally positive and overall it was assessed that there was a mood of optimism and hope in the town that its fortunes could change and that the regeneration process had begun.

It was recognised that the town had a poor recent history with a severe decline in local manufacturing and the loss of a large number of jobs that were unlikely to return. However the evidence provided by work at the Marshall's Yard site and improvements in the quality of housing coupled with the Riverside development was encouraging.

The town and its residents were characterised as friendly, with a 'do it yourself' attitude and that the time was right now for an aspirational plan.

The community groups themselves represented a very wide range of interests and activities but there were few networks that functioned effectively and provided the necessary measures of support. Equally there was no structure that bound these organisations together within the town and enabled them to speak with a collective voice or provide access into the constituent parts of the voluntary and community sector.

Key issues revealed

- ▶ The need for infrastructure improvements, including river crossings, local bus services, recreation and leisure facilities and adequate and accessible doctors facilities.
- ▶ General agreement about the growth agenda and potential for the town, but to ensure that the town and town centre in particular retains its attractiveness and scale.
- ▶ The need to build upon the current mood of optimism and get behind a vision for the future of the town with some inspirational leadership and the rediscovery of civic pride.
- ▶ Concern for young people and in particular their need for accommodation and to address issues of homelessness.
- ▶ To find ways to attract quality employment that required a good level of skills and to bridge the education gap that would enable this process.
- ▶ To define a clear economic role for the town that would justify the growth agenda in a palatable way.

Community stakeholder group

Phase two of the work began when 55 consultees attended an initial meeting to hear a presentation and to discuss the outcomes, ideas and emerging themes from the phase one masterplan scoping study. This was followed by a second practical workshop where smaller break out groups debated plans and themes and were encouraged to draw and present their ideas for Gainsborough based upon the information coming out of the scoping study.

Public consultation event

The public consultation event was held over three days, from 25th to 27th January 2007 inclusive.

The public display consisted of a series of information boards that led the visitor through the history of the growth and development of Gainsborough, an assessment of the current issues and on to the emerging themes, ideas and vision for the future of the town and the town centre.

As members of the public arrived they were encouraged to ask questions and finally to complete a simple questionnaire recording their views and comments.

Attendance numbers were recorded and show that over 200 people visited the exhibition and welcomed the opportunity to discuss the ideas emerging from masterplanning along with their own concerns and thoughts. Some 119 questionnaires were completed with a large majority in broad agreement with the masterplan proposals as presented.

The primary objective of the community engagement and consultation component of the Gainsborough masterplanning process was to ensure that it reached into every part of local life in the town. It was designed to ensure that so far as is reasonably practicable, everybody would be aware that a masterplanning project was being undertaken in the town and that there was a good understanding of what that process meant and what it was aiming to do for Gainsborough. It was also important to enable as many people as possible to access and contribute to the development of the masterplan and have the opportunity to question and debate the emerging themes and ideas. It is assessed that this objective has been met.

The continuing existence of the community stakeholder group, the general desire of local people to 'get behind' an achievable vision for Gainsborough and the feeling that the time and mood is now right for change suggest that an aspirational masterplan is the appropriate catalyst now for local regeneration.

8.0 Delivery and next steps

This document has been prepared on behalf of West Lindsey District Council and Lincolnshire County Council and represents an agreed strategy for the long term development and economic sustainability of the town. West Lindsey District Council will act as the 'custodian' of the masterplan and has the responsibility to ensure that the key agencies and organisations, such as L.C.C. and EMDA, act to support and participate in the delivery of the strategy.

WLDC therefore has a crucial role in monitoring the activities of delivery and funding bodies to ensure that the priority projects in the programme come forward.

In this context it is important for WLDC and LCC to reflect LSP role in the formation of a masterplan delivery group. The group's role would be to continue the momentum of the masterplan, agree and commit specific project champions, liaise with landowners, set targets, timescales and formally monitor progress.

The delivery group would consist of senior WLDC and LCC officers covering planning, regeneration, infrastructure, highways, education, leisure and housing. It should also have councillor and stakeholder group representation. The group would be supported by a full time senior officer and project specific individuals to report on each action plan as appropriate.

A key task in the early stages will be to agree the role and function of the Delivery Group and the resulting implications for its structure and membership.

Next steps

In Appendix A we set out the action plan document which contains the next key steps for the process. This provides greater detail on each of the projects/initiatives identified setting out key tasks, risks and delivery champion. It also reflects on the priority projects in the short term and summarises the key actions that the masterplan delivery champion will need to lead and oversee in the early stages. The plan is intended as a working tool, to be updated as required to provide the masterplan delivery officer with a focus for activity.

Gainsborough Regained – The Masterplan

1. Introduction

1.1 Project context

West Lindsey District Council in partnership with Lincolnshire County Council and Lincolnshire Enterprise has commissioned a team led by Gillespies to prepare a long term vision and masterplan for the town of Gainsborough and adjoining parishes of Lea and Morton. Gillespies have been assisted in this project by economic consultants GENECON, traffic consultants MVA, Community Consultation experts David Potts Associates and commercial agents King Sturge. The project brief and context for the commission has been laid out in a stage one report entitled “Scoping Document”. This masterplan document is the second stage of the process.

Scoping Document

As a first stage of this process, GENECON led the team in preparing this scoping document, to provide the framework for development of the masterplan. The consultancy instruction identified a number of key aims for this first stage of the study:

- ▶ analysis of the local economy to provide a benchmark for future development and regeneration in the area;
- ▶ consultations with key stakeholders, community groups and local businesses to further explore key economic issues facing the town;
- ▶ identification of key economic/employment sector strengths and weaknesses in the town; and,
- ▶ setting out issues that should be further developed during the masterplan process.

This report provided a framework for the Gillespies team and the client group to consider the current socio-economic position of Gainsborough and the key social and physical issues arising, to be addressed by the masterplan. It provided recommendations on the future priorities for intervention in terms of policy and funding, to improve long-term economic prospects, and provides a basis on which to evaluate progress.

1.2 Summary of Scoping Document and Findings

The scoping document can be summarised by the emergence of a series of linked actions that need to be considered within the masterplan. These are summarised below:

Strategic actions

- ▶ through discussions with the District Council and the Regional Assembly, confirm the potential level of housing and employment land requirement for the District and Gainsborough to 2026;
- ▶ in the context of the above, develop a future land use framework, that takes into account environmental, highway and service infrastructure and community considerations and sets out the extent to which Gainsborough can accommodate the proposed policy objectives;
- ▶ through working with the District Council, County Council and partners such as the Learning and Skill agencies, set out the strategic actions required to address deprivation in the town – such as a training strategy, housing strategy and safer neighbourhood initiatives. There would be merit in developing an ‘SRB’ type strategy for they key actions necessary across the town;
- ▶ embed the opportunities to be created by the proposed education village, incorporating the proposals into a wider growth/spatial strategy for the town;
- ▶ through examination of the forthcoming employment land requirement research, establish the growth sectors that Gainsborough should be targeting and identify where/how such uses could be incorporated into the town;

- ▶ through working with partners, establish the opportunities for Gainsborough to benefit to a greater degree from investments in South Yorkshire and the East Midlands, including Robin Hood airport. This will require assessment of public transport opportunities;
- ▶ identify the key future sites in the town centre and set out what their proposed uses should be, to enable a strategy to be developed that safeguards land and also support acquisition of key sites by the public sector.

Physical actions

- ▶ identify the expected impact on the town centre of the Marshall's Yard development and put forward recommendations and key actions for addressing this and improving integration between Marshall's Yard and the riverside, through the existing core town centre;
- ▶ address the legibility issues in the town centre, setting out how connectivity between key elements of the town centre can be enhanced;
- ▶ consider the opportunities for better connectivity between the Lea Road Station and the town centre, recognising that the more centrally located 'Gainsborough Central' station is highly unlikely to develop as the 'main' station for the town;
- ▶ identify opportunities for improving the gateways into the town centre, as part of an approach that also addresses the physical deprivation issues in the South West and East wards;
- ▶ examine the opportunities for broadening the types of uses in the town centre, such as culture, leisure and housing, reflecting the need for higher quality and also market requirements.
- ▶ consider the scope for key investments to support the tourism sector in West Lindsey, in particular the identification of hotel opportunities;

Social interventions – partnerships and engagement

- ▶ ensure that the key social issues are captured and understood, through a comprehensive public consultation process;
- ▶ develop a coordinated regeneration strategy for the deprived communities in the South West and East wards, based on the strategic issues identified and in the context of the consultations above;
- ▶ commence the process of establishing an effective joined-up, local body that can act as the community liaison body for development and delivery of the masterplan;
- ▶ increase dialogue with local businesses and the Area Chamber of Commerce & Industry;

1.3 Masterplan Aims

The baseline socio-economic information and the views from the consultation meetings have provided the framework for development of the long term masterplan for Gainsborough. In summary, the masterplan will need to put forward measures to address several key aspects:

- ▶ put down a marker – to set out a clear signal of intent both locally and regionally in terms of managing growth and quality. It should answer the question: where does Gainsborough want to be in 20 years and beyond, and to prepare a route to get there;
- ▶ Gainsborough's spatial future – in strategic terms, the need to establish a spatial framework for the town, that delivers policy objectives whilst considering environmental constraints and community views;
- ▶ Quality of life – consider measures to address the significant levels of socio-economic deprivation through a package of interventions, targeted at the most deprived communities.

- ▶ A strong town centre – within the central parts of the town centre, address the impacts that will result from the development of Marshall's Yard and the need to improve several aspects of the town centre. The need to regain, for the 21st century, the hierarchy of spaces, streets and focal points that the town once had but lost in the development changes of the last century is critical. The need to address the gateway to the town centre and the associated urban fabric issues in the deprived wards is also required;
- ▶ Community representation – to engage the local community in the masterplan process and developed a coordinated community representative body. This group will help shape and deliver the future of the town.

The brief was to set out the policy implications for a masterplan for the town and to create a vision that regains and repairs the physical fabric and allows for significant growth.

This masterplan delivers a route for both phases of the process. One of the key issues constraining growth is infrastructure, mainly highways, and in order to plan these properly we consider a longer term picture that takes us beyond the masterplan period. It makes sense to understand the capacity issues and plan properly for it now.

The vision statement below sets out the task before us, this masterplan shows the way.

"In the last century Gainsborough lost its way, but with the help of the community this masterplan will restore its lost character, reclaim its identity, and repair the heart of the town. Together, we will regain its role and stature as a strong independent place growing confidently into the 21st Century."



Aerial view of Gainsborough

The masterplan is set out as follows:

- ▶ Sections 2-9;
provide commentary on the rationale and strategic framework for the masterplan and discuss key issues relating to the future of Gainsborough. This identifies key projects and puts forward a delivery mechanism.
- ▶ Appendix A;
introduces a stand alone “action plan” document which sets out the key projects, with details included in a separate pro-forma for each project. This also sets out the key short term actions required to commence the masterplan process and is intended to be the working document that assists the masterplan delivery team.

2. Strategic Framework

2.1 Introduction

The masterplan for Gainsborough is being developed in the context of a policy framework driven by the Regional Spatial Strategy for the East Midlands (RSS8). Preparation of the RSS has included extensive consultation within regional and local government, to establish the level of development required to meet key strategic policy objectives relating to demographics and economic sustainability. The outcome of the RSS process is an agreed schedule of 'housing need', for each local authority area in the East Midlands for the period from 2006-2026 – which is comparable to the Gainsborough masterplan timescale.

In terms of West Lindsey District, the RSS identifies that in excess of 11,000 new residential units should be provided in the district, to accommodate policy objectives. This section considers the potential impact of this figure for Gainsborough's future residential land requirements and the need for further employment land in the town. This provides the 'strategic framework' for development of the Gainsborough masterplan, enabling the identification of locations for new development in conjunction with the phasing of infrastructure requirements.

However beyond this the masterplan will look at ways of increasing the prosperity of Gainsborough through continued growth and visioning.

2.2 Future housing requirements

The figure set out in the RSS for the wider West Lindsey District for the period 2006-2026, requires review to identify the potential level of those new units that should be accommodated in the town of Gainsborough. This requires the consideration of three factors:

- ▶ the level of contribution from the West Lindsey figure to the 'Lincolnshire Policy Area' (LPA) – this is an area within the West Lindsey District boundary that falls within the policy influenced area associated with the City of Lincoln;
- ▶ the level of units included within the RSS calculation that are on land already allocated or subject to planning permission for residential use – i.e. those that cannot be included in any future projections of land required for residential use; and
- ▶ the proportion of the remaining quota that the Council wish to see focused on Gainsborough, in preference to other areas of the District.

This can be summarised as follows:

Table 2.1: New housing units for Gainsborough 2006-2026

Table 2.1: New housing units for Gainsborough 2006-2026		
Reference	Element	Figure
a	RSS figure for West Lindsey/annum	552
b	Contribution to Lincolnshire Policy Area/annum	170
c = a - b	Net West Lindsey figure/annum	382
d = c x 20yrs	Total West Lindsey figure for RSS period	7,640
e	Existing supply in West Lindsey (outside of LPA) included in RSS figures	3,437
f = d - e	Net 'new' West Lindsey requirements	4,167
g	Existing supply in Gainsborough (included in RSS figures)	1,574
h = f x 80%	High growth assumption - 80% of net 'new' West Lindsey requirement is for Gainsborough	3,334
i = h + g	Total new housing units in Gainsborough for 2006-2026	4,908

From table 2.1 it can be seen that:

- ▶ there is an existing allocation in Gainsborough that relates to 1,574 units – the locations of these need to be identified and included within the masterplan; and
- ▶ reflecting the Council's objective of a housing led regeneration approach for Gainsborough, if 80% of the West Lindsey 'balance figure' is prioritised to the town, then land needs to be identified for a further 3,334 units.

In terms of the land supply to facilitate this level of growth, an assumption can be made that the average density should be 40 units/hectare, in line with Government guidance. This indicates that a further 83 hectares is required to be identified in the masterplan to deliver the 3,334 units, in addition to the land already identified for the allocated 1,574 units.

2.3 Population growth

A key objective for the Council and the masterplan process is to facilitate population growth within the town to sustain and enhance basic service provision and to act as the catalyst for the attraction of increased and higher value employment. Housing growth is required not only to facilitate population increase, but also to maintain existing levels of population, taking into account forecast decline in household density. This is summarised below:

- ▶ if it is assumed that Gainsborough's current population is approximately 20,000, then based on average density of 2.4 units/household, this equates to approximately 8,300 units in the town;
- ▶ in twenty years time, the anticipated average density is forecast to be 2.1 units/household¹ - this indicates that to maintain the population at the level of 20,000 then approximately 9,500 units will be required in the town by 2026, representing an increase on current levels of approximately 1,200 units.

The level of population growth in the town associated with the masterplan development can be summarised as follows:

Table 2.2: Anticipated population growth in Gainsborough

Table 2.2: Anticipated population growth in Gainsborough		
Reference	Element	Figure
a	Total new housing units in Gainsborough to 2026 (from table 2.1,i) in accordance with RSS	4,900
b	Additional units required to maintain current populations levels	1,200
c = a - b	Additional units available to facilitate population growth	3,700
d	Average household density in 2026	2.1
e = c x d	Anticipated additional population in Gainsborough by 2026	7,800
f	Total population in Gainsborough by 2026	approx 28,000

If a longer term growth objective is considered beyond the current RSS timescale, then the process set out above could be adopted to assess housing land requirements into the future. For example, if Gainsborough was to double its current population level, to say 40,000, then:

- ▶ an additional population of 20,000 requires approximately 9,500 units (2.1/household);
- ▶ to maintain the existing population level requires a further 1,200 units (table 2.2, b);
- ▶ a total of approximately 10,700 units, requiring a land area of approximately 270 hectares (40 units/ha).

¹ BASED ON AN AVERAGE HOUSEHOLD SIZE OF 2.1 IN 2026, DEPARTMENT FOR COMMUNITIES AND LOCAL GOVERNMENT, 14TH MARCH 2006, ODPM STATICAL RELEASE 2006/0042

This indicates that Gainsborough's housing growth for the RSS period can potentially be accommodated on an additional 83 hectares of land that is currently unallocated (see masterplan drawing p13). Growth beyond that to double the size of the town, if that become a key policy objective for West Lindsey District Council and Lincolnshire County Council, would require identification of a further 185 hectares of land.

2.4 Employment land requirements

The scoping document has provided the economic policy context to the masterplan, setting out the strategic objectives of Lincolnshire Enterprise, the sub regional strategic partnership for Lincolnshire, and the recipient of EMDA's Single Programme resources for the County. The LES sets out how the sub region can support development of the regional economy and address the key issues identified through a strategy to tackle the following:

- ▶ the growth of Lincolnshire's economy, particularly in terms of GDP per capita, which needs to be rapid and sustained to support EMDA's objectives;
- ▶ the County has areas of significant deprivation and also poor skills, with rural areas also characterised by low average income levels; and
- ▶ the County is dependent on traditional industries, with limited investment and job creation in technology based industry and other innovative sectors, highlighting a need for more enterprise and new business start ups.

During the preparation of the masterplan, EMDA and the Regional Assembly have been progressing a review of employment land requirements for the region and how this should be delivered at a County and District level. This work has not progressed to the stage that it can be reflected in the masterplan, and, as a result an analysis of future employment land requirements in Gainsborough has been made based on the following assumptions:

- ▶ the LES identifies that in terms of job creation, over the next ten years, 1,000 new jobs will be created annually in the County;
- ▶ at present, West Lindsey accommodates 12.2% of all employment in the County. To stimulate growth and investment in the District, if it is assumed that West Lindsey in future will attract new employment at a greater proportion than current levels, say 25%, then policy should set out that 250 new jobs per year should be attracted to the District, or 2,500 over ten years and 5,000 over twenty years;
- ▶ if it is assumed that 80% of this is employment growth to Gainsborough (similar to the high growth housing scenario) then the level of employment in the town could increase by 4,000 over the next twenty years;

Alternatively, the population growth set out in table 2.2 indicates that there could be 8,000 new residents in the town within the RSS period to 2026. Given current economic activity rates in West Lindsey (based on FTE, Part Time and Self Employed) this would result in 4,800 of these new residents being in employment. On the basis that the masterplan is seeking to provide a sustainable long-term vision for the town, it would be a reasonable target to adopt that at least 65% of this workforce should be employed locally (currently 57% of Gainsborough's resident workforce work in the town).

Based on the above it could reasonably be estimated that the masterplan should seek to provide for 3,000 – 5,000 new jobs in Gainsborough over the next twenty years. The 2001 census travel to work data indicates that there are approximately 7,500 jobs in Gainsborough; an additional 5,000 jobs would represent a 67% increase.

In terms of land requirements to achieve an additional 5,000 jobs, the following assumptions have been adopted:

- ▶ a split per Use Class of 40% B1, 40% B2 and 20% B8² ;
- ▶ job density per Use Class³ – 1 job per 19 sqm B1, 34 sqm B2 and 50 sqm B8;
- ▶ a general site development ratio of 50%

Table 2.3 below sets out the potential future employment land requirements, based on an employment growth of up to 5,000 new jobs in Gainsborough.

Table 2.3: Potential future employment land requirement in Gainsborough				
	B1	B2	B8	Figure
New jobs	2,000	2,000	1,000	5,000
Floorspace (sqm)	38,000	68,000	50,000	156,000
Land required (sqm)	76,000	136,000	100,000	312,000
Land required (ha)	7.6	13.6	10	31

The table indicates that the masterplan should consider the provision of in excess of 30 hectares of new employment land in Gainsborough, to cater for up to 5,000 new jobs for the period to 2026.

This approach to identifying future employment land needs does not take into account additional land that will potentially be required to cater for displacement from the town centre. Subject to the detailed masterplan, it may be appropriate to relocate existing manufacturing businesses from the town centre to make land available for retail, leisure or residential purposes.

If Gainsborough's population was to double in size, then following a similar process to that set out in table 2.3, approximately 7,800 new jobs could be required in the town. The implications of this on the level of employment land required is shown in table 2.4 below.

Table 2.4: Potential future employment land requirement in Gainsborough (higher level)				
	B1	B2	B8	Figure
New jobs	3,120	3,120	1,560	7,800
Floorspace (sqm)	59,280	106,080	78,000	243,360
Land required (sqm)	118,560	212,160	156,000	486,720
Land required (ha)	11.856	21.216	15.6	49

² REFLECTING THE LES VIEW THAT EMPLOYMENT GROWTH NEEDS TO OCCUR WITHIN THE HI TECH/HIGH VALUE B1 SECTOR BUT ALSO GROWTH SHOULD BE SUPPORTED WITH CURRENT STRENGTH SECTORS WHERE APPROPRIATE, SUCH AS MANUFACTURING.

³ BASED ON EMPLOYMENT DENSITIES STUDY, ARUP ECONOMICS & PLANNING, FOR ENGLISH PARTNERSHIPS 2001

2.5 Summary

The analysis undertaken, reflecting the policy framework set out in the RSS8 and the RES, has established that the following should provide the broad land use framework to be addressed in the masterplan.

Residential land

- ▶ the need to accommodate an 'additional' (over and above currently allocated units) 3,334 residential units in Gainsborough for the period to 2026 to reflect RSS policy;
- ▶ an additional 83 hectares of land (over and above that currently allocated), as a minimum, should be identified to accommodate this level of housing growth.

Population increase

- ▶ approximately 1,200 of Gainsborough's total RSS allocation of 4,900 units will be required to maintain the town's current level of population to 2026, reflecting forecast household density rates;
- ▶ the additional 3,700 units could therefore lead to an increase in the town's population by approximately 8,000 residents, increasing the total population to approximately 28,000 by 2026.

Employment land

- ▶ given a population increase of 8,000 and wider County Council employment growth targets, the number of new jobs in Gainsborough could be up to 5,000;
- ▶ this could require in excess of 30 hectares of land to be identified for new employment activity.

Long term requirement

When considering a twenty year vision and development programme, particularly where significant infrastructure works will be required, it can be helpful to consider what could be the scale of growth for the following time period. If a growth objective of increasing the population of the town by a further 20,000 population is assessed, then the following are important considerations for the masterplan:

- ▶ a further 185 hectares of residential land could be required, over and above the current RSS requirements; and
- ▶ an additional 20 hectares of employment land may be required.

The masterplan process, in terms of forward planning of infrastructure, investment in strategic landscaping and environmental projects and the identification of a phased/coordination programme of growth, should consider this wider long term objective

Three key actions have been identified in relation to the 'Strategic Framework'. These are included in Appendix A - Framework for Delivery, Theme 1 - Strategic Framework.

3. Gainsborough's Spatial Future

3.1 Introduction

In strategic terms, the masterplan will establish a spatial framework for the town that enables it to deliver policy objectives whilst considering environmental constraints and community views.

This chapter builds on both the strategic framework as set out in chapter two and the scoping study. It translates the policy aspirations into physical form and develops a rationale and structure for land use, connectivity and quality of life.



Density Plans - red buildings indicate consistent buildings/structures.

Context

Gainsborough developed as an inland port and witnessed steady growth throughout the medieval period. The medieval street pattern is still reflected in Market Place, Lord Street and Silver Street with several courts and yards running off into the burgage plots behind the main street frontages. The above illustrations show these courts and yards which ran in an east/west configuration from the wharfs along the river front. Some are still represented in the east/west access streets that run through areas of dense C19 terraced housing. In most cases they were swept away during large scale public health clearances of the 1950s and 1960s.

Gainsborough as a place has changed hugely in the 20th Century, firstly to become an important service centre and sub-regional economic driver and secondly, with the continuing decline of the manufacturing industry, the manifestation of a range of employment, economic and social issues. The expectations of the town in the late 19th and early 20th centuries were clear, expansion and industry appeared on a large scale, almost equivalent to that of a large urban centre but this stalled after the second world war and the town centre was left with a legacy of decay and inner city scale deprivation.

Gainsborough's future will be strongly influenced by strategic spatial and economic policy and the information in chapter two highlights that policy is suggesting significant growth for the town. Increasing the population and therefore the catchment spend, can provide the catalyst for a range of other investment, particularly by the private sector, in retail, leisure and employment activity.

This growth is intended to strengthen the role of Gainsborough as West Lindsey's 'capital' and key service centre and raise its profile to that of a 'sub-regional centre' within forthcoming reviews of regional spatial policy.

To achieve this objective, the masterplan will need to consider the identification and development of an asset mix that provides these sub regional credentials, including development of a strong quality office product, sub regional transport connectivity, environmental and cultural assets and a strong town centre that provides a range of retail, residential and leisure assets for the community and visitors.

The need for growth in Gainsborough is also informed by the population loss experienced between 1991-2001, which predominantly took place amongst the younger generation. Given this, and also a projected reduction in household size over the next twenty years, Gainsborough will need to increase its housing stock, just to maintain its existing population.

The growth of Gainsborough will need to be considered in the context of supporting other sub-regional activity and specific policy initiatives in the East Midlands and also the south-eastern area of Yorkshire and the Humber region. Significant public sector resources have been invested in the South Yorkshire Objective 1 area and key projects such as Robin Hood Airport are within half an hour's drive time from Gainsborough. The opportunity to develop links with this area, through public transport improvements and improving the skill base of the workforce are key priorities. Gainsborough also has the opportunity to contribute strongly to the objectives of the Lincolnshire Economic Strategy, if its growth provides for an enhanced employment provision and is not focused solely on residential growth.

A growth agenda

The spatial future for Gainsborough is policy driven, with the need to increase residential provision to at least maintain population levels, but more importantly to provide the catalyst for a range of other necessary investments in the town and support delivery of the Regional Spatial Strategy. The key task for the masterplan is to establish the scale of that growth and where it should occur for the benefit the town. This will provide Gainsborough with a spatial framework appropriate for the 21st century, which needs to be consulted with and supported by the local community. This chapter considers the town's physical and environmental infrastructure, and establishes key stages when additional development levels will trigger significant infrastructure investment.

3.2 Housing

A significant element of the masterplan process has involved consultation with the Stakeholder group and a public consultation event. In both cases concerns were expressed about the current housing expansion that appears to be taking place without a planned framework, raising concerns about the provision of infrastructure - both physical, social, and overall quality. The conversion of the riverside warehouses into flats received a mixed reception; people were encouraged that regeneration was happening but were sceptical about the potential demand for tenants. The overriding view from the public is that residential development is happening on a piecemeal basis with no guidance to quality and no "big picture" thinking.

This masterplan will provide the basis for WLDC to proactively engage with developers enabling the council to lead the debate with the private sector in terms of appropriate locations and other infrastructure requirements associated with the growth of the town.

Insert Plan

- ▶ 'Gainsborough Masterplan' page 1 from Final report stage two - A3 plans

Insert Plan

- ▶ 'Gainsborough Masterplan' page 1 from Final report stage two - A3 plans

Key Masterplan Principles

Based on the consultations and consideration of environmental, highway and sustainability issues, the proposed location of new housing sites has been established to reflect the following principles:

- ▶ To increase the vibrancy and sustainability of the town centre by introducing new high quality housing onto current poor quality town centre industrial sites.
- ▶ To significantly increase residential land to the south and east of the town, to take advantage of the proximity of the A631 and the potential new railway station. This would also minimise through traffic in the town centre.
- ▶ To build family housing in the vicinity of the new education village.
- ▶ To retain the identity of Morton and Lea by avoiding large scale residential development.
- ▶ To build residential land close to but not encroaching on the proposed green corridor around the town.
- ▶ To integrate the existing housing allocation and allocated sites.

Existing housing quality and function is also a major issue for the town, the South West and East wards exhibit significant levels of socio-economic deprivation. This is discussed in more detail in section 5. A package of interventions within these wards coordinated by the District Council but supported by other agencies is required to support the enhancement of the nearby town centre and also to address a range of socio-economic issues.

Housing area interventions can take many forms from cleaning and surface treatments to full scale demolitions. In the South West ward widespread improvements are required including selective demolitions to reduce housing density and improve environmental quality. This is a highly sensitive proposal and must carry the support of local residents and stakeholders. Refurbishment and Home zones are two potential measures discussed further here.

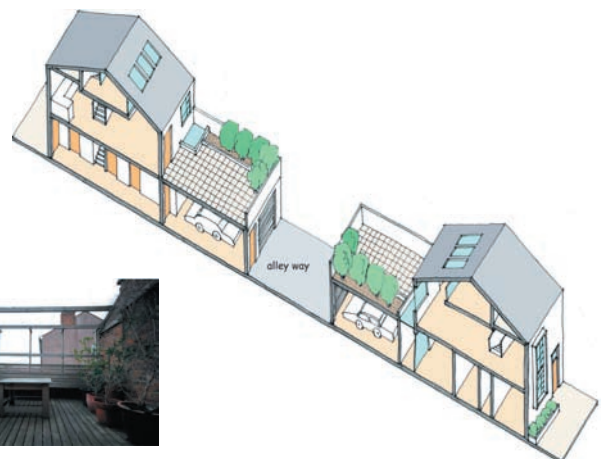
2 into 1

A simple change of layout to provide modern living accommodation. Doubling the size of an existing terrace by combining two properties to create a family sized house. A 3 or 4 bedroom house could be created with a sizable rear garden or optional off-street parking. This would allow a growing family to stay in the area.



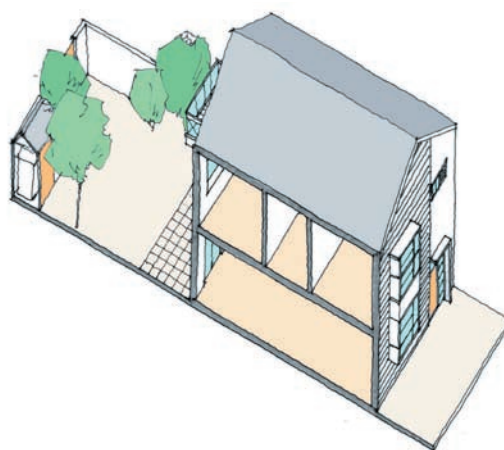
Loft Living

The conversion of a typical terrace into a contemporary light and airy living space appeals to younger residents and buyers. The kitchen is moved to the front and the ceiling removed over the living room to create a unique double height space.



New Development

If some properties were demolished, new wider and larger terraces could be constructed in their place. These new houses would provide modern living accommodation and would be very energy efficient with low running costs.



Home Zones

Home Zones are an attempt to strike a balance between vehicular traffic and everyone else who uses the street, the pedestrians, cyclists, business people and residents.

Some see Home Zones as a way of “reclaiming” local streets from a traditional domination by cars. Others see it more modestly as a way of trying to restore the safety and peace in neighbourhoods that are becoming overwhelmed with speeding traffic.

Home Zones work through the physical alteration of streets and roads in an area. These alterations force motorists to drive with greater care and at lower speeds. Many countries support this with legislation allowing the Home Zones to enforce a reduced speed limit of 10 miles an hour. The benches, flower beds, play areas, lamp posts, fences and trees used to alter the streets and roads offer many additional community benefits to the Home Zones and are considered to enhance the beauty of an area and increase the housing prices.

The area of South West ward bounded by Cleveland Street and Marlborough Street would be a good site to pioneer a Home Zone scheme but clearly further work needs to be carried out in consultation prior to any decisions being made (see Chapter 5).



Home Zone examples



Before: Home Zone example in Scunthorpe



Option 2: Home Zone example in Scunthorpe

3.3 Employment

There is a strong correlation between the Regional Spatial Strategy and the Regional Economic Strategy reflecting the need for Lincolnshire's competitiveness to be improved through increasing economic activity and demographic growth. The masterplan needs to address and deliver appropriately located employment land in addition to residential uses.

The transformation from a market town to an industrial centre in the late 19th and early 20th centuries when expansion and industry appeared on a large scale, left a plan of the town centre that is similar to many industrial mill towns across the north of England i.e. big floor plates of factories sitting next to rows of tightly packed terraced houses. This arrangement was very sustainable until the growth stalled after the Second World War and the town centre was left with a legacy of decay and inner city scale deprivation.

The town is still a major employer, but predominantly within its manufacturing sector there are significant employer uses occupying low grade or semi-derelict sites within the town centre. This is restricting the potential growth of other land uses, blighting the environment and involving HGV movements contributing to the poor quality environment.

The proposal within this masterplan is to relocate all of these employment uses to new planned locations adjacent to the A631 in the south east. Employment sites have already been allocated here and larger areas have been put forward by this masterplan. There will be easy access to the main road and trips involving HGV's through the town centre will be reduced.

3.4 Transport

This section provides the rationale behind improvements to the highway and transportation infrastructure, which are required to support the future travel demands that will be generated by the current masterplanning proposals. To be read in conjunction with section 4.4. Detailed information relating to specific traffic flow data is contained in a separate technical Appendix .

Proposed transport measures have been identified to improve the accessibility of Gainsborough. At a sub-regional level, enhancing connectivity to key destinations in the immediate rural hinterland, the East Midlands and also to the Yorkshire and the Humber are recognised as important. Interventions at a 'local' level for Gainsborough are also identified.

The following points should be taken into consideration

- ▶ Regional Funding Allocations for transport schemes were announced by the Secretary of State in July 2006. These cover anticipated expenditure up to 2016.
- ▶ The future transport funding will need to target the delivery of the RSS growth up to 2026
- ▶ The Eddington Transport Review suggests future transport funding should be targeted towards tackling congestion and that it should focus upon city-regions: this would not include areas such as Gainsborough. The Review also strongly recommends that Councils should pursue congestion charging, with Government money being made available through the Transport Innovation Fund and targeted towards those Authorities who have such charges.
- ▶ Gainsborough has no Transport Strategy in place unlike Lincoln, Boston and Grantham, where such studies are being undertaken. This piece of work has highlighted transport interventions that are likely to be required to support the development aspirations contained in the masterplan. These proposals should be developed further in the context of a strategy for Gainsborough, which considers the full range of integrated transport methods including changing peoples transport preferences.
- ▶ The Lincolnshire Local Transport Plan 2006-2011 includes no road proposals for Gainsborough, nor does it cite the potential of any scheme (for example a bridge) in its longer term strategy. An integrated transport study for Gainsborough should be undertaken to assess the merits of proposals against other priorities across the County for inclusion in the next LTP in 2011.

- The chances of securing significant levels of public funding for major transport investment are not great. Therefore, a more realistic method of funding major transport investment in Gainsborough in the medium term is through development, indeed the Councils are already having to examine development funding for the Lincoln Eastern Bypass, which is the main County priority and already has provisional acceptance for funding around 2015 time. There is a need to consider developer contributions in relation to an overall transport strategy, rather than relatively small, discrete transport interventions.

3.4.1 Public Transport

Introduction

Providing effective and attractive alternatives to the private car is critical in ensuring that the envisaged growth for Gainsborough can be accommodated to as greater extent as possible within existing infrastructure. Improvements to the quality of Gainsborough's public transport services will help to address rising user needs and expectations as the town grows and expands, mitigating the adverse impacts of private car use and promoting modal shift through the provision of a real and efficient alternative. In addition, strengthened links to principal regional destinations will also help to ensure that residents are able to access key services and life opportunities not currently offered in Gainsborough, fostering social inclusion, and ensuring businesses have greater access to both essential markets and also an expanded labour pool.

Railway Stations

Rail stations form an important first impression of a place and act as gateways to wider hinterlands. In Gainsborough's case this hinterland is significant and predominantly rural in nature, with few alternative access points to the rail network. Although Gainsborough Central benefits from a better location in relation to the town centre, Gainsborough Lea Road, due to its location on the Lincoln to Sheffield / Doncaster route, provides better existing journey opportunities and the greater potential for growth. Possibilities have been examined for both stations, including consolidation in to a one station site. However, given the existing poor level of service at Gainsborough Central and the lack of demand for travel to destinations served by this line, then future improvements to the existing Lea Road Station will provide a more cost-effective solution, whilst also proving capable of addressing some of the key concerns facing the town. However, in addition to the above proposals, opportunities also exist for the creation of a completely new station, at a site located to the south of Carr Lane. Details of potential improvements to the respective stations are discussed in the following paragraphs.

Lea Road Station

Gainsborough Lea Road Station currently suffers from poor connectivity with surrounding areas and offers an unattractive facility both in relation to passenger facilities and the immediate environment, for users. This is despite a reasonably attractive level of service, which connects the town to Lincoln, Sheffield, Retford and Doncaster (and via these latter two stations the East Coast Mainline). Sub-regional accessibility of Gainsborough is therefore being constrained and regeneration of Lea Road Station and its immediate environs would bring significant benefits to the area as a whole, raising perceptions of Gainsborough as a place to live, work and do business. The station's relative lack of proximity to the Town Centre means that interchange with other modes is critical and a 'parkway-style' operation is therefore appropriate. In this respect, its relative proximity to the A159 Lea Road provides clear access and visual benefits, although it currently lacks physical presence in relation to this neighbouring highway. The garden centre which currently operates from the former station buildings does little to advertise the presence of the current transport facility.

Improvements to Lea Road could be undertaken in the near future and proposed measures would include:

- ▶ a new secure car parking facility, offering Park & Ride facilities;
- ▶ improved bus to rail interchange facilities, capitalising on recent enhancements to the Into Town and InterConnect networks;
- ▶ customer information systems;
- ▶ new passenger waiting facilities;
- ▶ better pedestrian and cycle linkages, including an improved local environment and direct, attractive connections to key new development sites;
- ▶ the creation of a station forecourt area, incorporating pick-up / drop-off and taxi facilities, plus provision for terminating buses; and,
- ▶ the investigation of the introduction of staffed facilities, potentially as part of a wider scheme containing community or commercial use.

Central Station

The Central Station is located close to the town centre, accessed via Spring Gardens. Unfortunately, the existing passenger service provision running between Sheffield and Cleethorpes on this line is restricted to Saturday operations only, though the line is under consideration for upgrading in order to be able to provide a diversionary route for freight traffic from Grimsby and Immingham. No car parking is provided at this site and very little opportunities exist for providing such facilities. At this stage, given the existing service provision at this station, it is difficult to justify any potential improvement for this site.

Creation of a New Railway Station

An alternative to the redevelopment of the existing Lea Road station would be the construction of a new station, located to the west of Lea Road, which would be served by both of the existing railway lines. As with the redevelopment of Lea Road, any new station facility should also be served by an adjacent car park to encourage park-and-ride, and interchange facilities with the local bus network.

Construction of a new station would also offer the potential for the redevelopment of the sites of both the existing Lea Road and Central railway stations. However, from a purely transport perspective, the substantial financial construction costs and the current level of passenger service provision which would transfer from Central Station, would not support the creation of such a new station.

However, creation of a new station in this locality should be viewed as being a long term aspiration, which would have to be supported by significant changes in travel demands and mode of travel. Therefore, consideration should be given to protecting this area from future development pressures.

Bus Service Provision

Lincolnshire InterConnect Network

Recent years have seen the development of the Lincolnshire InterConnect Network, linking principal towns within, and immediately outwith, the county with branded, frequent services offering interchange opportunities between routes. A new service now connects Lincoln and Scunthorpe via Gainsborough, thus connecting the town to two of the principal destinations within the immediate sub-region and the employment, education and training opportunities and public services therein. Building upon the success of this network is critical in providing travel alternatives and expanding travel horizons, due to the relative ease with which bus, as opposed to rail, routes can be developed.

Opportunities for the development of the InterConnect Network include:

- ▶ new routes, towards Market Rasen and Grimsby;
- ▶ integration, including through ticketing, with the national rail network at Gainsborough Lea Road Station, utilising the existing hourly link to Retford and Worksop;
- ▶ enhanced frequencies of service, including evening operation; and,
- ▶ improved passenger information systems.

IntoTown Expansion

Further expansion of the IntoTown network will be essential in supporting the growth of Gainsborough Town Centre, particularly as a number of key developments will be located towards the outer edges of the town, especially to the north and east. As well as serving new developments, improved, and new services will also act as a catalyst for improvements to existing areas, addressing some of the issues faced by residents living in the more remote outer estates, particularly in terms of deprivation and social exclusion. To maximise benefits, network improvements will need to be in place prior to the opening of any new development. Proposed measures include:

- ▶ new services to destinations such as Lea Road Station, Foxby Lane, Belt Road, and the Education Village, timed to coincide with their development;
- ▶ bus stop infrastructure, information and passenger waiting facility improvements, primarily funded via developer contributions;
- ▶ raised kerbs, and other associated highway infrastructure; and,
- ▶ better pedestrian access routes to bus stops.

Proposals for the development of a new bus station facility should also be considered, subject to the possible redevelopment of the Lindsey Centre. This is discussed more fully in Section 4.

3.4.2 Highways Improvements

The section of the A631, including the crossing of the River Trent and the junctions located immediately to the east of the river, is recognised as a potential bottle-neck and a constraint on the future development of Gainsborough. Lincolnshire County Council (LCC) has recognised this problem and has recently instigated highway improvement works in the area, which will provide additional highway capacity up to the year 2015. Future forecasts of traffic flows have been based on predictions associated with the growth in base traffic levels, plus inclusion of traffic flows forecast to be generated following the development of a number of sites in and around Gainsborough, as specified in the West Lindsey Local Plan. Developments included sites at Japan Road, Foxby Lane, Heapham Road, Marshall's Yard and Carr Lane.

LCC currently consider that the proposed highway improvements only provide sufficient capacity to accommodate development up to 2015 and, beyond that date, consideration will have to be given to the provision of an additional bridge crossing of the River Trent.

Whilst an additional river crossing would provide a substantial increase in highway capacity, it is difficult, given the quality of existing traffic data and uncertainty regarding the programme for future development in Gainsborough, to accurately predict when such an intervention would ultimately be required. Factors which will influence future traffic volumes and movements include the:

- ▶ growth of existing base traffic flows;
- ▶ extent and programme for future land-use developments;
- ▶ distribution of future traffic volumes, particularly in relation to internal to external (and vice versa) traffic movements;
- ▶ impact of future government transport policies; and
- ▶ provision and quality of future public transport services.

In addition, the future development of the town centre, and the proposed changes to the local road network, may also provide some opportunities for introducing associated traffic management measures, which may extend the lifespan of the A631. The creation of a new pedestrian bridge which links directly from Dog Island to the town centre, may also, ultimately lead to the further development on the west bank of the River Trent.

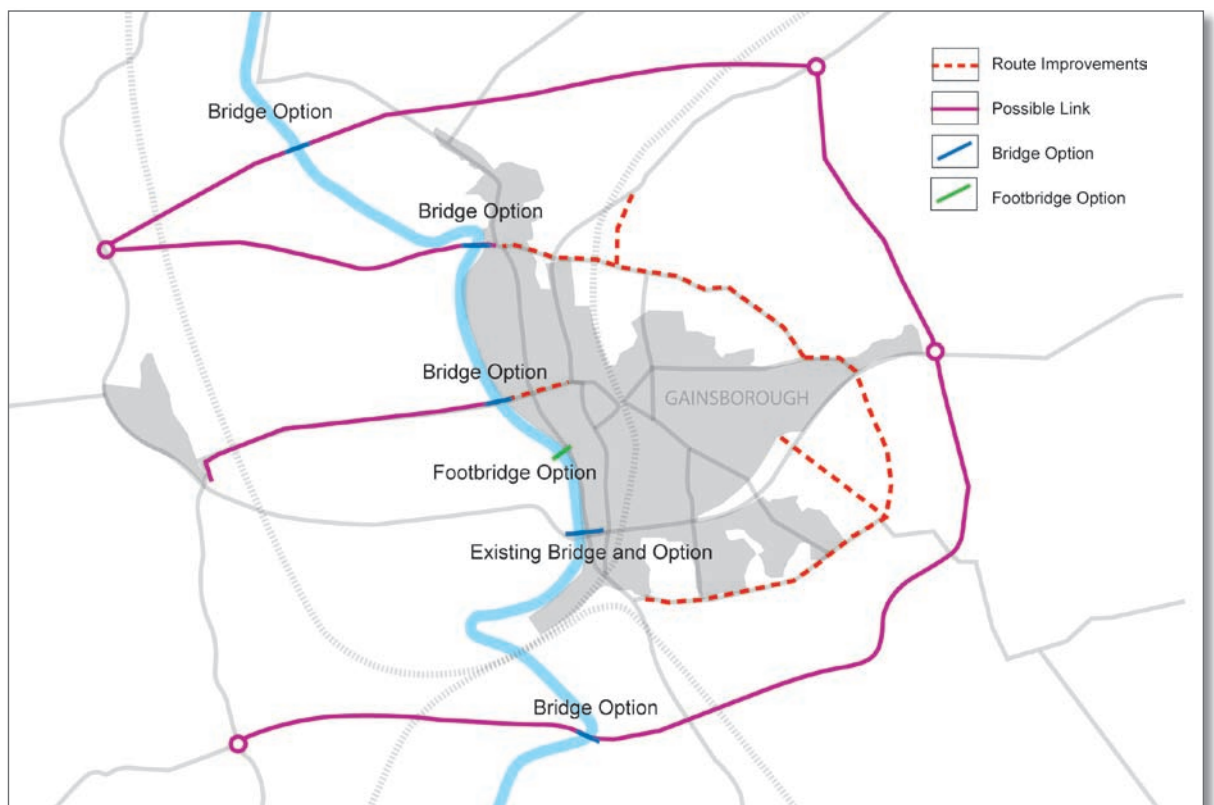
This could incorporate a car park, which could also be utilised by visitors who approach Gainsborough via the A631, from the west. The use of this location for some town centre car parking offers some relief to the bridge crossing.

Provision of a new bridge will require a considerable level of funding, via the Department for Transport's (DfT) Regional Funding Allocation, and a full scheme appraisal with Transport Analysis Guidance (TAG). Its planning and delivery needs to be undertaken in a more detailed manner than can be achieved as part of this masterplanning study and as an integral part of a future transport strategy for Gainsborough. The work required to develop the highways component of a future transport strategy for the town will require:

- ▶ a major traffic data collection exercise, to obtain a more accurate understanding of existing traffic volumes and movements, particularly origins and destinations of trips;
- ▶ an appraisal of the capacity of existing junctions;
- ▶ prediction of traffic flows in relation to future land use developments and their associated programme; and
- ▶ development of a suitable transportation model of the town's highway network (such a model will be required to support any application for funding from central government sources).

Longer Term Aspiration

Beyond 2026 the vision for the road network takes on a much wider context. The ideas shown in the diagram below set out the proposed route improvements and footbridge option plus the options for wider change. Clearly, the bridge options and possible links are subject to funding and other development objectives and as such can only be viewed as an aspiration.



Proposed route improvements and bridge options

3.4.3 Pedestrian and Cycle Accessibility

Cycle Network

Cycling offers an alternative travel mode for travel to and from Gainsborough for distances of up to approximately 10 to 15kms and its attractiveness is enhanced by local topography. In addition, it brings significant health and physical fitness benefits. Analysis of 2001 Census inflow and outflow patterns shows that although residents travelling out of Gainsborough are concentrated on Lincoln and Scunthorpe, there are outflows towards destinations such as West Burton Power Station. Corresponding inflows show that travellers to Gainsborough originate from a dispersed area, many of them from within 10 to 15kms.

The existing regional cycle network is sparse, and there is considerable scope to build upon this in order to improve connections in to Gainsborough. Not only will this provide an important commuting alternative to the private car, it also has the potential to provide an important recreational asset for residents and visitors alike, improving the 'quality of life' on offer within Gainsborough.

Key measures to promote the cycling network include:

- ▶ the creation and designation of a coherent and legible future network to be "aspired to";
- ▶ signage and branding of the network, including potential linkages to the National Cycle Network (NCN);
- ▶ an active programme to encourage cycling, especially in relation to new destinations such as Gainsborough Educational Village;
- ▶ the opening up of other natural and manmade assets to cycle routes, creating an attractive off-road network;
- ▶ measures to address the severance effect of the River Trent through new sustainable crossings; and,
- ▶ improved cycle parking facilities, not just in Gainsborough Town Centre, but also at other principal destinations.

Into Town Pedestrian and Cycle Network

Pedestrian footfall is critical to the vitality and economic performance of the Town Centre. To this end, promoting ease of movement for pedestrians and cyclists within, to, and from the Town Centre is fundamental to the creation of a successful, thriving and attractive environment for visitors and residents alike. Due to its spatial 'make-up' walking and cycling present themselves as viable, sustainable travel solutions for a large majority of trips within the town. However, the current potential is constrained by a number of severance effects, both manmade and natural, which severely diminish the attraction of walking and cycling as well as potentially deterring some trips from being undertaken at all.

Further opening up of the River is critical to encouraging a walking and cycling culture, and encompasses access not just in a north-south direction along its banks, but also through the Town Centre from the direction of Marshall's Yard. Riverside developments will facilitate opportunities to create a comprehensive corridor for walkers and cyclists.

Proposed measures include:

- ▶ a new footbridge crossing the River Trent, facilitating circular walks to be taken along the banks of this important natural asset;
- ▶ the use of landmarks, pavement design and signage to define key routes and stimulate interest and activity;
- ▶ wherever possible, off-road, direct and attractive pedestrian and cycle links being created through new developments, linking them to routes to the Town Centre;
- ▶ streetscape and environmental improvements in the Town Centre, improving the visual amenity of the area and linkages to and from it; and
- ▶ removal of pedestrian guardrailling and visual 'clutter' in the Town Centre.



Market Place, Gainsborough



Riverside Festival, Gainsborough

3.5 Green Corridor

Public and stakeholder consultations confirmed the widely held view that the town centre does not have enough public green space. There is also a strong view that, although the town is surrounded by countryside, there is a shortage of “joined up” walks and cycleways around the town and peripheral areas.

The issue of the town centre greenspace is addressed in chapter four; this section proposes a public walkway and cycleway around the edge of the town. The ultimate ambition would be to connect with the riverside at Morton in the north and the Site of Special Scientific Interest (SSSI) at Lea in the south. A series of riverside walkways and the proposed pedestrian footbridge would then complete the loop.

The project will connect as many of the existing Sites of Special Scientific Interest (SSSI), Sites of Nature Conservation Importance (SNCI), Local Nature Reserves (LNR), ancient woodlands and woodlands together as possible via a green corridor with cycle and footpath networks that will form a green loop around the edge of the town to the north, south and east.

Areas for formal or informal play should be introduced where new housing schemes and the green corridor are sufficiently close together. However these should be sensitively considered and not detract from the enjoyment of the walk.

Principles

- ▶ The scheme will form a natural edge to the town
- ▶ It could link with the riverside initiatives and potential new pedestrian crossing.
- ▶ Create an attractive environment to encourage people to explore the town in a variety of ways.



Woodland, Gainsborough

3.6 Leisure and Recreation

The previous chapter set out the rationale for increased leisure and recreation options around the edge of the town in the form of walks and cycleways. An improved leisure offer, particularly for families and local youngsters, can be focused on the Town Centre, the Gainsborough Education Village and the Green Corridor. The potential of a new marina and improvements to the riverside will further boost the provision. The new education campus will improve the sports facilities.

This chapter examines the opportunities for broadening the types of uses in the town, such as culture, leisure and recreation, reflecting the need for higher quality and also market requirements.

The Town Centre must be made attractive to all groups and all ages. There is a perception that the evening economy in Gainsborough Town Centre is the domain only of a young 'pub' culture and that it offers little by way of cultural or leisure diversity for a wider age group – particularly high quality bars and restaurants. The local community indicates the lack of a modern swimming pool, modern cinema and other leisure activities is a particular drawback in local leisure provision.

It was outlined that there are particularly poor quality restaurants and bars within the town. In addition, the standard of hotel accommodation in Gainsborough is identified to be very poor and opportunities should be sought to attract a quality hotel operator. Gainsborough town centre currently has no dedicated cinema and such attractions would increase economic activity in off peak hours in the town centre.

Other potential leisure activities that Gainsborough does not possess includes items such as a bowling alley or ice skating rink, which results in people going out of town for their leisure activities.

Retail and other services

Gainsborough currently provides the role of a local service centre. Current town centre businesses are facing increasingly difficult trading conditions due to a combination of poor quality offer in the town centre, particularly for families.

Marshall's Yard will undoubtedly lift the quality offer but it will also shift the focus of town centre retailing to the east. The Marshall's Yard development also includes the new WLDC offices. In chapter four effective links are proposed between Marshall's Yard and the town centre area via the upgrading of Market Street. Key actions are also proposed for improving integration between Marshall's Yard and the riverside, through the existing core town centre.

But the main issue is what should the current town centre become? –The masterplan proposes that it's role is to support the new developments, perhaps through high quality/speciality retail or restaurants/café/bars. A significant increase in residential use as part of the wider town centre and a new commercial area to the south of Silver Street are also proposed. (see chapter Four).

Markets

Gainsborough has its traditions in being a market town and has real potential to re-establish itself as a focus for quality market activity, particularly during summer and holiday periods. The current town market is held on Tuesday and Saturday, but is now believed to be a fraction of its former scale and quality, although every second Tuesday of the month it does combine with the Farmers Market. The market at Gainsborough should be built upon to offer a quality market with a range of farm produce and other goods on a frequent basis could provide a draw for visitors and also add to town centre vitality. This could be a key differential from Lincoln, Scunthorpe and Doncaster, adding value to the overall visitor offer in the region.

3.7 Summary

What has this section told us about Gainsborough's spatial future?

- ▶ New Housing - this will occur predominantly to the south east. Major housing renewal is also required.
- ▶ New Employment - there is a need to build on existing sites and release the wider town centre area for other development.
- ▶ Town Centre - a vital element of the masterplan with key actions required.
- ▶ Transport - roads and rail are of poor quality, actions and investment required.
- ▶ Greenspace - poor existing provision needs to be increased and improved to create a high quality setting for the town.
- ▶ The rest of this document goes on to set out the key details of what is proposed to address these issues.

4 Town Centre

4.1 Introduction

Gainsborough is the main service centre for West Lindsey, it is host to a range of civic and public administration services and is the main retail and employment location in the district. However, it is not a high quality centre and the impact of competing centres such as Lincoln and Meadowhall are clear, with a lack of multiple representations on offer that does not match the town's size and community requirements. The development of Marshall's Yard will change this position and the role of the masterplan will be to establish the likely impact on the town created by Marshall's Yard and the measures that could mitigate that and enhance the whole town centre.. The town's riverside has also undergone significant investment in both new development and environmental improvements, creating a high quality resource for the town.

Town centre integration

Marshall's Yard and the existing Tesco development will shift the retail focus of the town centre to the east. Relocation of the District Council's offices to the Marshall's Yard will further embed this. Whilst this new investment is clearly welcome to Gainsborough, it will require a strategy to ensure that the impact this will have on the rest of the town centre is addressed. The risk is that visitors to Marshall's Yard will not visit the 'current' town centre in the future.

This chapter seeks to address this key element.

The future role of the town centre

The current town centre is generally of low quality, characterised by poor quality shop fronts, examples of unfortunate planning and design decisions, but with isolated pockets of higher quality buildings and public realm. The masterplan sets out the interventions that will be necessary to create a future role for the current 'core' town centre, when the full impact of Marshall's Yard is realised.

As discussed in Chapter three, the town currently lacks the leisure/culture offer that other towns of this size provide and this could become the future role for this part of the town, particularly given its connection to the riverside and the recent establishment of a small number of quality, attractive leisure/cultural venues. An improvement in quality will also start to see the development of increased town centre living, which could contribute to addressing the housing policy targets discussed.

Enhancing current assets

The riverside area and buildings such as the Old Hall and All Saints Church, together with several higher quality buildings around the 'core' area of the town do represent assets for the town and will provide the framework for establishing a greater level of cultural/leisure activity in the town centre. This chapter considers how the quality of these assets could be retained and enhanced, through improvements to their setting, improved connectivity to the town centre and how they could contribute to the development of an enhanced cultural/leisure offer in the town centre.

Key town centre sites

Connected to the above we have identified the key sites critical to the long term success of the town centre. The defined town centre is relatively large and will in the future incorporate a range of uses such as residential, leisure and commercial activity. Below we establish the preferred uses for the individual sites, enabling the District Council to safeguard land for these purposes only.

4.2 Key town centre sites

A number of potential development sites have been identified as key to the future strategy for the town centre. Many of these sites involve the relocation of employment use to better more efficient sites near the A631 allowing a significantly improved access and transport integration. The net results a series of accessible spaces that collectively will transform the environment of the town centre. Further details on these sites is included in the action plan in Appendix A.

Insert Plan

- ▶ Gainsborough Masterplan Town Centre Potential Development Sites page 2 from Final report stage two A3 plans

Insert Plan








- ▶ Gainsborough Masterplan Town Centre Potential Development Sites page 2 from Final report stage two A3 plans



3D view of Model illustrating Town Centre Masterplan, looking north west.



3D view of Model illustrating Town Centre Masterplan, looking east.

KEY	
	Existing buildings
	New buildings and frontages
	Iconic frontages
	New roads
	Revised priority roads
	New green space proposals
	Proposed footbridge

4.2.1 Site 1: Guildhall Site

As a separate commission to this masterplan Gillespies has prepared a design brief for this site on behalf of West Lindsey District Council. The main themes for the Guildhall site are:

1. Regain historic character

The ideal long term proposition calls for the demolition of the Guildhall. In commercial terms this may not be the most viable option in the short term and when the Council move in the autumn of 2007 a continuing short term use may have to be sought.

It is not the intention to propose a lavish restoration of the old street patterns. Indeed it must be stated that the high density layout of the 1850's contributed to a very poor outlook for many of its inhabitants. What is put forward, however, is a way in which the best elements of the character of the area can be recreated in a contemporary way.

It is important to enclose the western edge of the site with active frontages comprising buildings of a scale and proportion to the street patterns of Silver Street and the existing Ship Yard. Also, a new complete yard is proposed, incorporating the existing Ship Yard buildings into a modern setting and use.

We hope that this can be the first of several Yards to be regained in a town centre that has had many of its yards either lost or diluted in value.

2. Repair the urban grain

One of the crucial elements on the existing site is the doctors' surgery which has been identified as being on the line of Old Caskgate Street. This provides a template to regain part of the street pattern that was previously lost. The Old Caskgate Street will be partly re-laid as a pedestrian thoroughfare that allows a natural progression to and from Lord Street and links the Old Hall to the site. The intention here is to create a high quality public realm pedestrian street and relate to existing active leisure frontages through to Silver Street.

3. Iconic building

The landmark space on the site is the North West corner which is currently a car park. This corner could be transformed to act as a strong focal point for the site when viewed from Lord Street, the Old Hall and Caskgate Street. This should take the form of a landmark building on the site of the Guildhall and car park. B&M Bargains would also be demolished to allow new shops commensurate with the scale of the street as to be sited in such a way as to augment and maximise the view. We would also encourage improved connections to the riverside from this area.

4. Fronts and backs

The proposals create genuine fronts and backs to the buildings within the site and allow for servicing and a reduced car park with access from Lord Street. Formalised pedestrian through routes are proposed from the backs to all the surrounding streets.

5. Building uses

This is a key site to set the benchmark for future development. It will augment the principle that core retail has moved east towards Marshall's Yard to be replaced by specialist retail, leisure/recreation uses. We propose the following uses for the site:

- ▶ The landmark building should be a hotel.
- ▶ There should be a new retail/leisure frontage to Lord Street in place of the 1970's single storey retail unit.
- ▶ There should be specialist retail, leisure and a combination of new small commercial uses to the new Yards.
- ▶ There should be a new focal point in the area of the existing toilet block on the riverside which provides a sense of arrival, suggested uses: cafe or ice-cream parlour.

- ▶ Existing uses should be retained for buildings that face onto Silver Street and Market Place.

6. Building frontages

It is important that buildings face the right way with quality elevations and massing. Clearly not every elevation needs to be a “front” but all the new buildings need to relate to each other in the best manner. The following principles set the relationship for the site:

- ▶ The new landmark building should front onto Lord Street, Caskgate Street and the new pedestrian street, whilst reinforcing the gateway to town centre.
- ▶ Buildings on the west side of the site, have double frontages i.e Caskgate Street and the new Ship Yard
- ▶ The new retail/ leisure frontage to Lord Street should be attractive and incorporate shop windows and building entrances.
- ▶ A feature glass atrium or other architectural icon should be incorporated into the new landmark building.
- ▶ Cafe and other similar uses are to be encouraged within the new Ship Yard to help create activity and ownership of the pedestrian only yard spaces.

7. Riverside frontage

There is a landscaped view onto the riverside from the site and this must be made to work for the scheme. The following suggestions are put forward:

- ▶ Open up views and improve visual and physical permeability to the river, through selective tree and shrub removal.
- ▶ Where possible retain existing trees along Caskgate Street and Lord Street.
- ▶ A new river icon to be aligned with Lord Street to create a riverside focal point (see note 5 Building uses).

8. Pedestrian access

Legibility is an important factor across the town centre. As part of the overall improvements to pedestrian movement, we propose the following for this site:

- ▶ A new pedestrian access route from Lord Street to the car park.
- ▶ A new pedestrian street connecting Lord Street with Caskgate Street to reinforce the historic setting of the old Caskgate Street.
- ▶ A new alleyway connecting Ship Yard with a new pedestrian street and Caskgate Street.
- ▶ Pedestrian crossings to the riverside enhanced along Caskgate Street.
- ▶ Ship Yard to be a pedestrian only zone, with the entrance from Silver Street enhanced with lighting and high quality materials to enliven the space and improve personal safety perceptions.

9. Car parking and access

This proposal will see a net loss of public parking spaces but the following proposals return the total parking spaces to within 10% of the current numbers:

- ▶ The main vehicular access to the car park and servicing area is to be from Lord Street.
- ▶ Loading bay access provided on Caskgate Street for new Ship Yard units.
- ▶ Parking for the doctors surgery is to the rear of the building via Lord Street.
- ▶ Underground or undercroft parking (under landmark building) is required accessed via Lord Street. This would provide approximately 95 car parking spaces.
- ▶ Servicing for the majority of units to be via the refurbished car park, which will provide approximately 80 spaces.



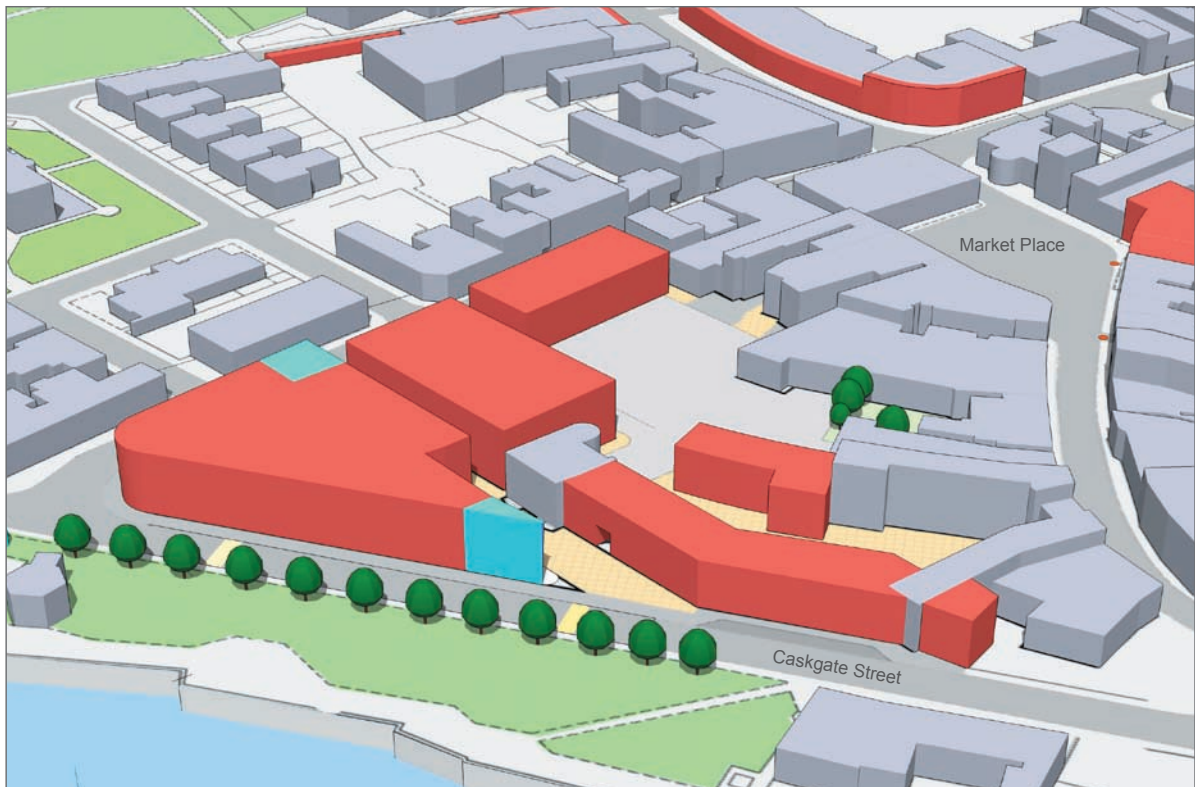
Concept proposal for Guildhall site



Aerial view of Guildhall site



3D model showing proposals for Guildhall site



3D model showing proposals for Guildhall site

4.2.2 Site 2: Market Place

As a separate commission to this masterplan Gillespies has prepared a design brief for this site on behalf of West Lindsey District Council. The concept plan shows a transformed Market Place, re-establishing its importance both physically and psychologically within the heart of Gainsborough. The proposals show how the removal of the existing raised planters would create an open and flexible space that could be used in a variety of ways throughout the week and the year. The proposals are based on three main themes:

1. Market days

With the removal of the raised planters the market stalls can be arranged in a more coherent manner which will benefit retailers, pedestrians and the market traders themselves as there will be more room for the stalls to be arranged.

The installation of several power supply points within the Market Place will also aid the market traders and encourage more food stalls to come to Gainsborough on market day. This also opens up other opportunities such as enhancing the continental and Christmas markets.

2. During the week

On non market days it is envisaged that the Market Place will become a popular destination for people on their lunch break to eat in the new cafes that will be encouraged to open in the town centre.

The northern edge of the Market Place is the ideal place for cafes to open up along as this edge will act as sun trap for most of the day. Other bench style seating areas along the edge of the Market Place will allow shoppers and visitors to sit and have lunch or a rest and watch the world go by.



After - Photomontage illustrating proposals for Market Place and Silver Street

3. 'Stage' area

The layout of the existing Market Place does not lend itself to holding community focused events or activities. Therefore a feature area distinguished with different paving materials and a small level change is proposed for the centre of the Market Place.

This area would be able to exhibit the Christmas tree each year and be a focus space for events such as brass bands, street theatre, small concerts etc. Thus new power supply units would be provided within the event space and provision for a canopy like structure to be erected for such events would be further investigated in the detailed design process.

A new public art feature positioned on the vistas from Silver Street and Market/Church Street would create an interesting focal point for the Market Place. The art piece would either reflect on the past and celebrate the life of a well known Gainsborough resident or look to the future and be more global in message.

It is also proposed to make the entire Market Place a pedestrian priority zone. This means that car parking would be removed. Access for delivery and servicing vehicles would be regulated and most likely restricted to certain times of the day.

An approximate seven metre 'carriageway' has been maintained along the southern and eastern boundaries of the Market Place to allow for emergency and other vehicles to gain access to the Market Place. The materials suggested for the new Market Place would reflect the historic nature of the square with a complementary edge to them.

It is important for the entire Market Place to be a prominent public space for the residents of Gainsborough to be proud of and to re-invent itself as a Market Place for the 21st century and beyond.



Before



After - Photomontage illustrating proposals for Market Place at Christmas time



Aerial view of Market Place



3D model showing proposals for Market Place

4.2.3 Site 3: Lindsey Centre

1. Strategic fit

This is a radical proposal to demolish the Lindsey Centre and create a more sympathetic urban grain and a different retail offer in the town centre. We know that the Lindsey Centre is relatively new and is well let and there will be ongoing issues with tenancies but we do see this as a key long term proposal that will unlock the Market Place to the south and west.



Lindsey Centre



2. Historic context

From the 1851 historic plan of the town centre it is clear that the intention was to extend development from the Market Square south west and create a series of frontages along Silver Street, Market Street, the old Melville Street and Beaumont Street. The 1921 plan shows Hickman Street completing the frontage loop. This created a large “back” space which historically would have been filled in with yards containing housing and employment uses with many linkages, incidental spaces and connections.

This never happened.

There was a link from Heaton Street right through to Market Street which the Lindsey Centre now prevents. Due in part to the new centre development the area is perhaps the worst in the town centre for legibility. It is a physical and visual dead end and yet this is precisely where the bus station has been located and it is from here that both first time visitors and residents alike begin their pedestrian experience of the town.

3. Urban grain

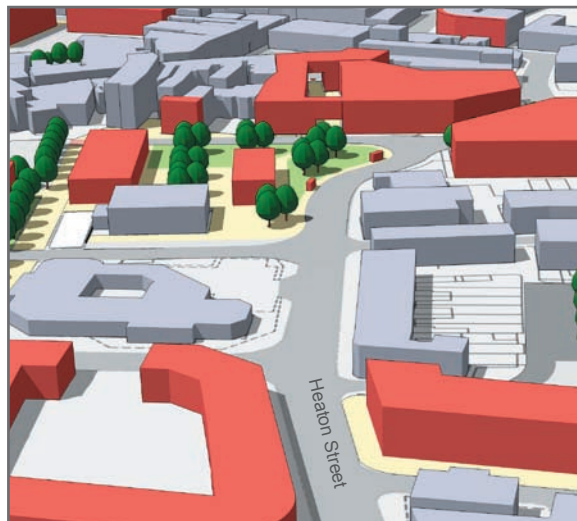
Our proposal provides legible links from the Market Place to the south west including a new Yard on the site of the Lindsey Centre. We hope that this can be one of several Yards to be regained in a town centre that has had many of its Yards either lost or diluted in value.

The idea is to improve pedestrian priority and linkages to a new commercial area proposed along Bridge Street, and Heaton Street. The project will help to restore the urban grain of the town and will help respond positively to Marshall's Yard with a new pedestrian link along the line of the old Melville Street. Active frontages will now occur around the Sure Start building and a new public open greenspace will allow informal recreational use glimpsed from the market square through the new yard. The Lindsey Centre will be remodelled to include new retail/ leisure uses with a café or bar occupying the new Yard.

Heaton Street will be restored to Market Street and used as a link for buses and taxis. The block to the south west of the new link will be additional parking with active frontages to the ground floor. The new scheme will help re-establish the importance of the Market Place within the heart of the town, encourage new leisure uses and create a high quality public realm and an attractive environment to encourage options for people to use the town centre in a variety of ways.



Aerial view of Heaton Street



3D model showing proposals along Heaton Street



3D model showing proposals along Heaton Street and for Lindsey Centre

4.2.4 Site 4: Bridge Street (North)

1. Strategic fit

Strategically this project addresses two core issues facing the town. The first concerns the impact of Marshall's Yard on the town centre retail offer and the second addresses legibility and linkages from the Market Place and Silver Street down to the riverside, Heaton Street and the southern town centre. The local plan review currently has this area as town centre.

2. Historic context

Before the imposition of Caskgate Street, Bridge Street merged into Silver Street to form a gateway to the town centre. The 1851 plan depicts a very dense urban fabric consisting of port related and ancillary activities. When this activity fell into decline so did the area and it was the clearance of the old Caskgate Street to create the new road that led to a change of direction towards retail.

By the end of the last century this area had become the southern "anchor" for the retail offer in the town centre. However the Marshall's Yard development will have a direct bearing on this site. Technically it has the most to lose when Marshall's Yard shifts the retail pull to the east because it will no longer be on the critical path when it comes to retail footfall. The time has come for another change in direction.

3. Urban grain

The reduction of retail footfall in this part of the town centre and the need to replace it is essential not just for Bridge Street but also Silver Street and the Market Place. A new type of leisure use along the western side of the town centre featuring more recreational uses such as cafes, bars and a hotel alongside specialist retail will be augmented by a commercial area centred at the northern end of Bridge Street. Gainsborough does not currently have such a dedicated area and current commercial operators are located sporadically around the town.

The longer term project will demolish the current Argos and Wilkinson's retail units plus the employment office and create a new commercial area for the town centre. Currently the commercial rationale (see section 4.3) does not envisage enough critical mass to develop a commercial area, however this could change with a growth scenario. This will help to build on current developments and fulfil the WLDC ambition to become a service centre. The idea will also help to restore the urban grain of the town, create a high quality public realm and an attractive environment to encourage options for people to use the town centre in a variety of ways, and will help link and respond positively to Marshall's Yard. It acknowledges the shift in retail and develops a new non retail use for the site.

It, alongside the Lindsey Centre proposal, resolves what is arguably the least legible part of the town centre, increases occupancy to the west and encourages footfall through Silver Street and the Market Place. The employment office use will relocate within the new scheme.

It will retain the bus station pending the delivery of the Lindsey Centre scheme and restore the historic road access from Heaton Street to Bridge Street.



3D model showing proposals along Bridge Street (North)

4.2.5 Site 5: Torr Street

1. Strategic fit

The project will relocate industrial and low quality uses out of the town centre, increase the parking provision near to the main retail areas, reduce the on street parking in Etherington Street and provide an active frontage to Beaumont Street and Torr Street.

2. Historic context

This site is the first of the sites with a predominantly industrial bias. It did not exist on the 1851 plan but was fully utilised by 1921 with Albert Terrace and Hawksworth Street providing spurs into the body of the site. Currently the area houses the BT exchange, a car dealership, funeral directors, masons and a coal merchant as well as smaller uses.



Aerial view along Beaumont Street



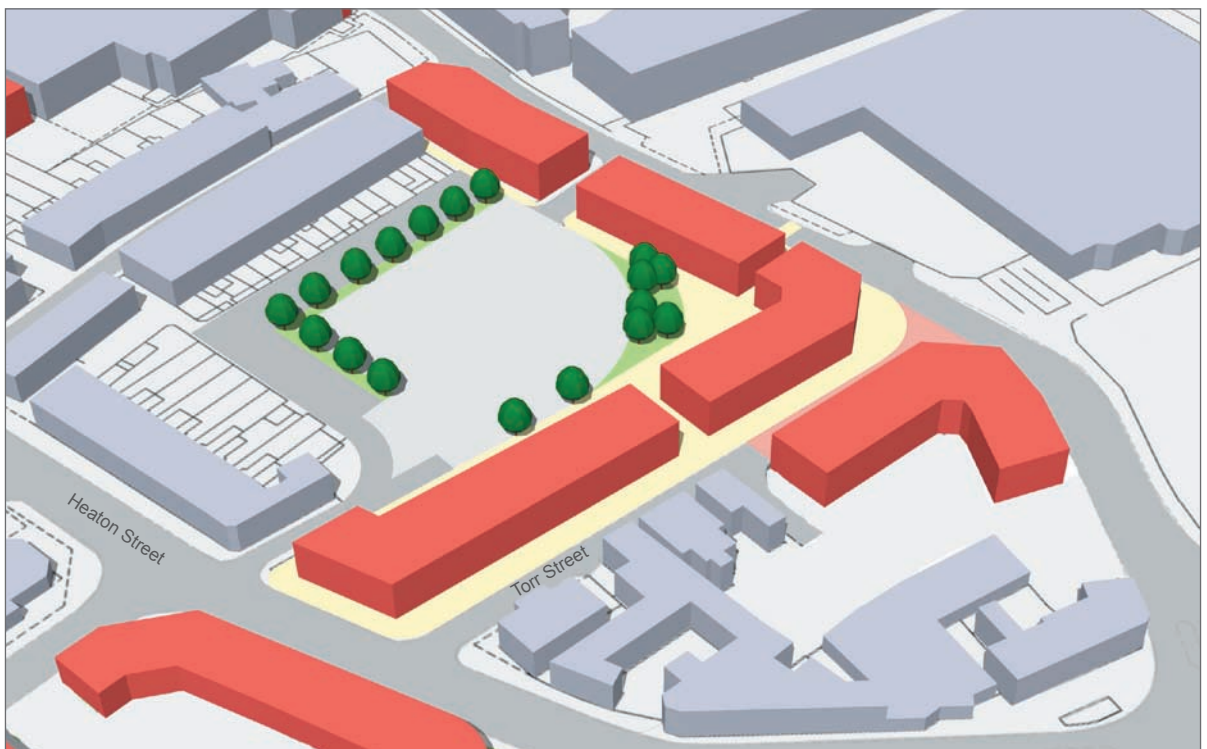
3D model showing proposals along Beaumont Street

3. Urban grain

With the exception of the funeral directors it is the intention to relocate the existing uses and create an active retail frontage with residential or retail use along Torr Street. The current local plan review is for a mixed use allocation with the area to the North West allocated as parking as part of the Marshall's Yard development.

Our intention is to create a larger parking area contained behind active frontages along Beaumont Street. We acknowledge the Marshall's Yard/Tesco sites as the major retail centres and builds on the shift in retail whilst providing a residential scale link to the housing to the west and north. The scheme will provide a higher quality frontage to Beaumont Street by removing poor quality industrial use from the town centre. It will retain the existing Albert Terrace and Hawksworth Street spurs and could, with sensitive design, reposition the funeral directors on the site.

As part of a design brief the scheme would create a wider high quality public realm and an attractive environment in front of the new retail/residential to lessen the impact of traffic on the road and to encourage options for pedestrians. The closure of Torr Street/Beaumont Street junction is recommended with 'rear access' via Heaton Street. The aim should be to relieve Beaumont Street of junction induced congestion, at the same time seeking to relocate the petrol filling station onto the main Tesco store site opposite. The scheme will augment the WLDC parking strategy and provide private residential parking to the rear of properties on Etherington Street, Heaton Street and potential new housing on Torr Street.



3D model showing proposals for site off Torr Street

4.2.6 Site 6: Hickman Street

1. Strategic fit

The strategic purpose for this proposal is three fold: the first is to continue a major pedestrian thoroughfare from the Market Place. The second is to allow Wembley Street to be upgraded to take increased traffic from Primrose Street and finally the scheme will provide a high quality frontage to Bridge Street and relate strongly in character to the converted warehouses on the riverside.

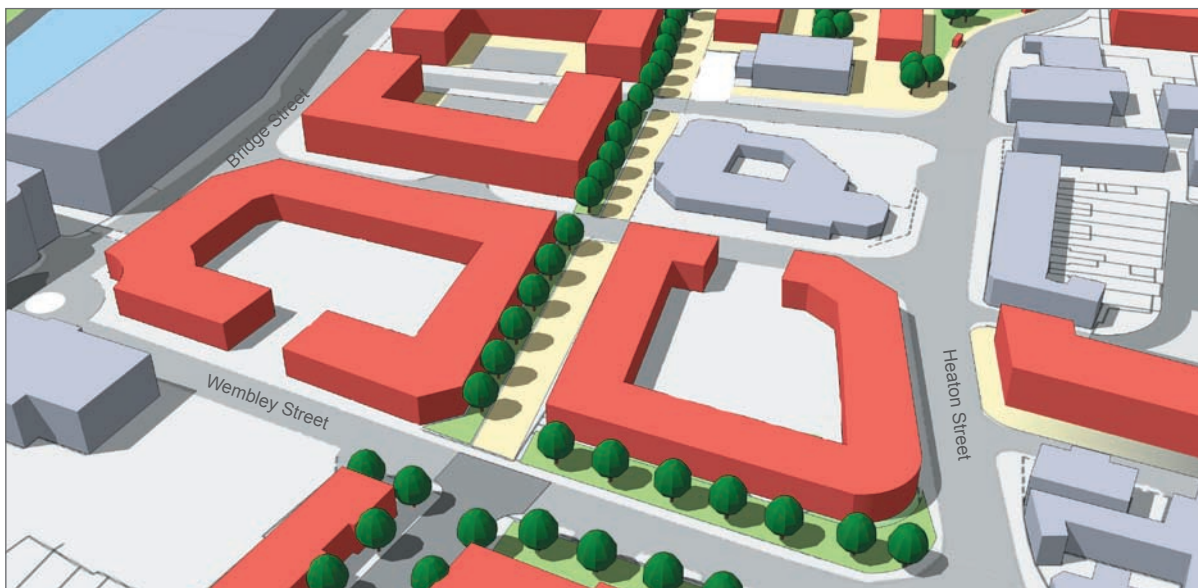
2. Historic context

The western part of the site was largely taken up with port related services. Hickman Street itself was beginning to develop in the 17th century and by 1851 had a strong urban frontage which continued until the latter half of the 20th century when large scale demolitions led to poor quality industrial sheds. To the east of the site the demolitions allowed residential use. Four sets of maisonettes were built in the 1960's and are now falling below sustainability and environmental thresholds.

3. Urban grain

The scheme will demolish the existing flats and other users relocating the employment uses to the south east of the town. The site is split into two pockets which could be developed separately. The scheme would create a high quality public realm and an attractive environment to encourage options for pedestrians in the form of a thoroughfare which will run between the two pockets of development providing a strong link from the southern part of the town centre to the Market Place and Silver Street. In terms of uses we propose commercial or residential to the west and residential to the east.

The project removes poor quality industrial use from the town centre and will help deliver the RSS requirements for residential land and the ability to service the increased population. The scheme will augment the WLDC parking strategy by providing private residential and commercial parking within the site. Parking will be screened within courtyards behind building frontages where possible. It will also allow for potential road improvements at Bridge Street/ Wembley Street to accommodate increased traffic numbers due to the extension of Primrose Street.



3D model showing proposals for the site off Hickman Street

4.2.7 Site 7: Wembley Street

1. Strategic fit

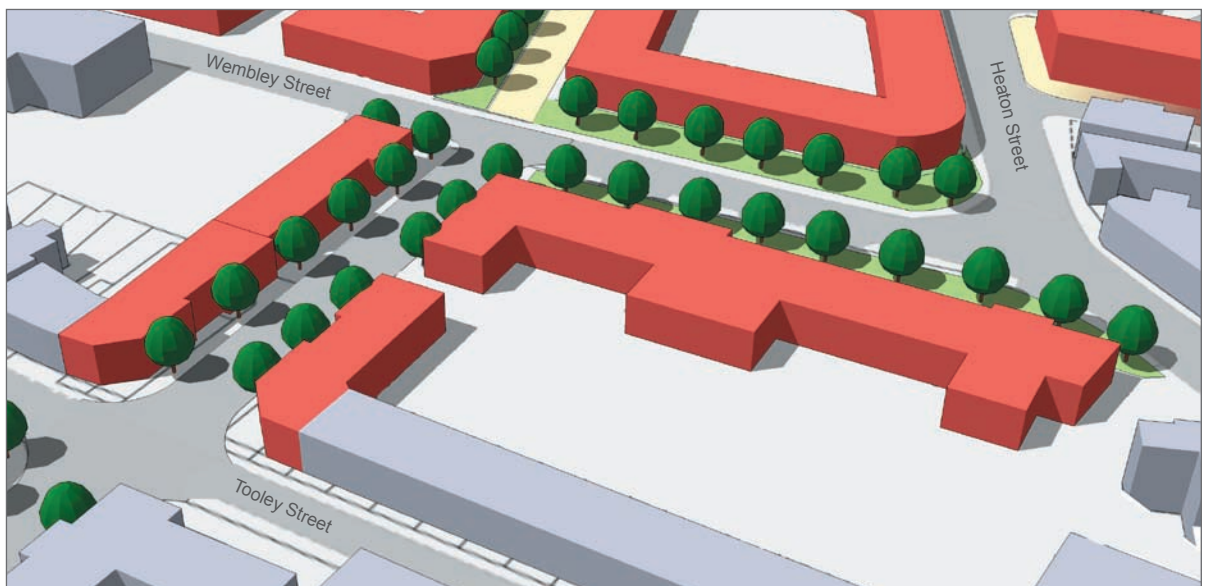
This site plays a crucial role in redefining the traffic flows in the southern part of the town centre. As part of a strategic idea to change priorities on part of Bridge Street to allow greater pedestrian flexibility (as discussed in 4.2.8) a vehicular route needed to be found to take the bulk of the current Bridge Street traffic and redistribute it through the town centre. Wembley Street is identified as a good east/west route and Primrose Street needed to extend into it to achieve the connectivity.

2. Historic context

Wembley Street never fully formed until the last century and always had a predominantly non-residential use. The site currently consists of poor quality industrial uses and, for the scheme to work the loss of some six residential terraced properties on Tooley Street would be required.

3. Urban grain

The scheme will demolish the existing residential and other users relocating the employment uses to the south east of the town. A new road is proposed linking Primrose Street with Wembley Street creating a new major route from Bridge Road to the south. Residential use is proposed for this site with active frontages along Wembley Street and the new link road. The project will help deliver the RSS requirements for residential land and the ability to service the increased population. The scheme will provide a high quality frontage to the south of Wembley Street which could be tied in with the new development to the north of Wembley street via a landscape scheme to create a boulevard or similar environment.



3D model showing proposals for site off Wembley Street

4.2.8 Site 8: Tooley Street/Willoughby Street

1. Strategic fit

The area bounded by Tooley Street, Bridge Street, Primrose Street and Thornton Street is collectively a transitional zone of the town from river to centre. Yet the proximity to the riverside, access from Trent Bridge to the south and the new ideas to improve access from the town centre to the north will create a very positive environment for high quality residential and a large new greenspace area for the town to enjoy. The strategic message here is to turn what is arguably the worst physical environment into one of the best. The impact will spread beyond the boundaries of the site and create a very positive link to the riverside developments and send a strong message to the existing housing to the east.

2. Historic context

The first wave of activity from the river took the form of port related ancillary works to the west of Bridge Street this wave continued east in the mid 19th century to include larger scale industrial and employment uses to service the port. Initially this was a logical and indeed vital place for this type of use, it was near the transport links and bridge and the area was not considered to be in the town centre. The wave concluded in the early part of the 20th century with terraced housing to the east which had developed to service the industry and port. The decline of the port took its toll on this site and took away the purpose of the housing to the east.

3. Urban grain

The new and second wave has now begun. The riverside is developing into a mixed use and leisure area. The emphasis is on quality townscape, riverside walks and refurbishments. As this wave moves east onto our site we propose to augment the quality public realm and introduce high quality housing. Residential use is proposed for this site with active frontages along Primrose Street and Bridge Street that will help increase the upward pressure on enhancements to the adjacent housing in the SW ward. The scheme will augment the WLDC parking strategy by providing private parking within the site.

A major new public park is planned for this site with strong links to the riverside. The project will help deliver the RSS requirements for residential land and the ability to service the increased population. It will also fulfil Public Open Space (POS) requirements.



3D model showing proposals for site off Bridge Street

A strong east west visual link is proposed from Trinity Street through Clinton Terrace to the riverside. This could take the form of a pedestrian or road access and will give Clinton Terrace and adjoining streets a much more rounded focus to the west(as the industry and port once did).

The use of Primrose Street as a main traffic route from Bridge Road to Wembley Street will allow the downgrading of Bridge Street for local traffic only and create a strong link from the new park to the riverside.

4.2.9 Site 9: Thornton Street

1. Strategic fit

This site is a vital gateway to the town. Strategically it is the most significant piece of Gainsborough that most people see as they pass through from east to west. The proximity of Trent Bridge plus high visibility across the river call for a high quality building with a significant south west frontage.

2. Historic context

The site has never been part of the town centre, it has always been a gateway to the town. The density and industry of the port never quite engulfed the bridge area possibly due to avoiding restrictions to transport and access. An old road dissected the site up until the post war years.

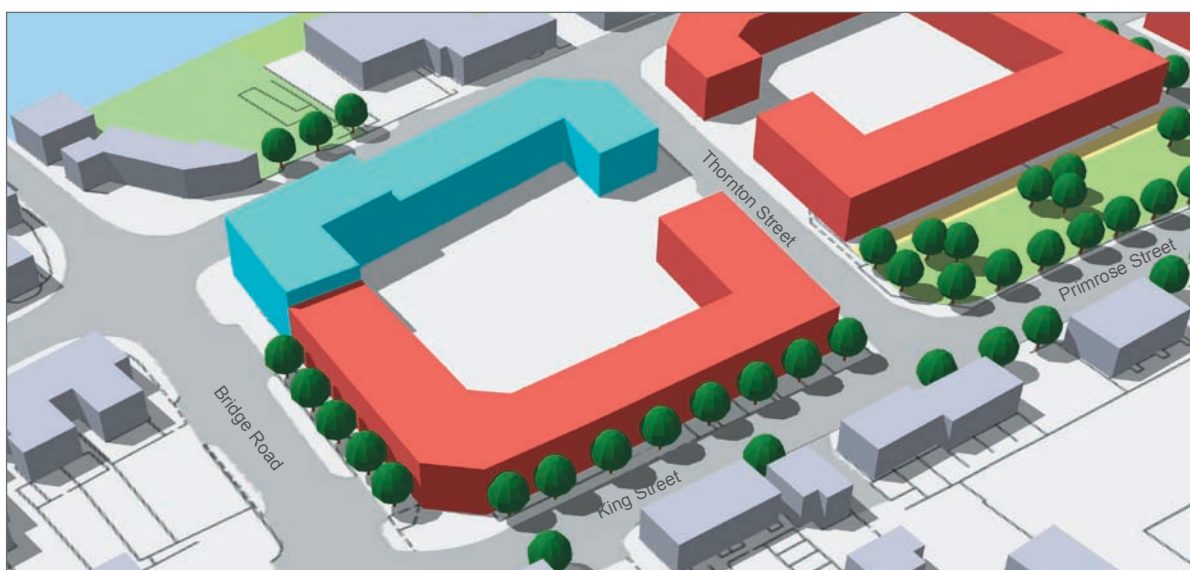


Bridge with toll gates

3. Urban grain

The scheme will demolish the existing petrol filling station and other users relocating the industrial uses within the town. The proposal is to create a quality gateway scheme highly prominent from the bridge. The potential exists to increase the leisure/ education provision and to link with other riverside initiatives. The scheme will provide high quality frontages to Bridge Road, Bridge Street and links to the riverside.

The main access route will be via Thornton Street with a new traffic arrangement allowing access only to King Street from Bridge Road and egress only from Bridge Street onto Bridge Road. The scheme will augment the WLDC parking strategy by providing private parking within the site. Parking will be screened within courtyards behind building frontages where possible.



3D model showing proposals for site off Tooley and Willoughby Street

4.2.10 Other Initiatives

New footbridge

A proposal for the development of a new pedestrian footbridge over the river at Chapel Snaith is gathering pace and would sit well with the other initiatives proposed for the town centre. A Steering Group is in place and progressing the scheme.

1. Strategic fit

The policy objectives for this proposal are:

- ▶ Sustrans- enhancing options and routes
- ▶ Public open space
- ▶ Increases leisure provision
- ▶ Environmental improvements
- ▶ Tourism and leisure

Regeneration benefits

- ▶ The scheme will link the town centre to the north with the western riverside
- ▶ Links with associated projects include:
 - ▶ Beckingham Willow Works,
 - ▶ Trent Vale Landscape Partnership,
 - ▶ Gainsborough Healthy Walks,
 - ▶ Lincolnshire Ramblers Association and
 - ▶ Sustrans.
- ▶ Create an attractive environment to encourage people to explore the town in a variety of ways.

The future ambitions of the Steering Group include securing funding, gaining planning consents and developing the bridge in partnership with local authorities and the community.

Market Street improvements

One of the major issues running throughout the masterplan is the need to effectively link Marshall's Yard development with the town centre. A key element of this will be the treatment and future role of Market Street. This street will be the main "link" between Marshall's Yard and the Market Place and as such there is a need to upgrade the current retail offer and improve the quality of public realm. This would include shop frontages and refurbishments, with the possibility of extending the Market itself up to Marshall's Yard. However there is still a requirement for public transport and Market Street warrants a detailed appraisal and public realm scheme.



Market Street, Gainsborough



Need for upgrading retail offer and improving quality of public realm.

Cross Street improvements

Cross Street has been the subject of a design brief and should be viewed in conjunction with that. It is a mixed use area with council offices and parking voids. It also suffers from rat running which will increase with the new Marshall's Yard scheme. The proposals for Cross Street restore the urban grain of the street and bring a residential scale and feel to it.



View looking south down Cross Street from Spital Terrace



St Thomas Roman Catholic Church, listed building



Concept proposal for Cross Street

Insert Plan

- ▶ Gainsborough Masterplan Town Centre Masterplan Proposal page 3 from Final report stage two A3 plans

Insert Plan

- ▶ Gainsborough Masterplan Town Centre Masterplan Proposal page 3 from Final report stage two A3 plans

4.3 Market Considerations

4.3.1 *Market Potential of Masterplan Sites*

As part of the study commercial agents King Sturge has considered the market demand and development potential of key sites set out in previous sections of the masterplan. In the context of the RSS King Sturge has investigated the impact of a high growth scenario for Gainsborough; they have examined the impact of a population increase to 30,000+ and 40,000+ total population.

King Sturge's findings are summarised in the following tables;

1 GUILDHALL	
Site Ref 1	
Site Area	Total gross site area 0.86 ha (2.1 acres)
Site utilisation	The site has a significant proportion of car parking and therefore has further development potential without demolishing the existing buildings. However the car parks to some degree anchor this end of the Silver Street and provide footfall from this end. Removing or reducing the proportion of parking could impact on the footfall at this end of the existing retail offer.
Vacancies (existing premises)	The Guildhall office building will become vacant once the new Council offices have been occupied. The Surgery occupying the listed building will stay.
Development Constraints	Any new development will need to consider the retention of car parking, or the re-provision of car parking at the western end of Silver Street to provide footfall to the existing retail. The Surgery is listed and any new development that takes place needs to have due consideration of its status.
Timescale	Short term there is good prospects for the redevelopment of Guildhall given the forthcoming relocation of Council offices to Marshall's Yard.
Summary of uses explored	<ul style="list-style-type: none"> Hotel – From initial market considerations/consultations there is limited interest from hotel operators in Gainsborough at this stage. Further discussions are however, taking place with the Hilton Group which does have a requirement for a 30 – 40 bed facility. Offices
Potential use assuming a population increase up to 30,000	Gainsborough has an underdeveloped office market and therefore it is difficult to predict demand at this time Mixed uses will be considered based on the following; Offices, hotel, leisure, commercial, retail, restaurant and possible residential on upper floors.

2 MARKET PLACE	
Site Ref 2	
Site Area	n/a
Site utilisation	<p>The majority of the existing units along the Market Place are well occupied with just a couple of units currently unoccupied.</p> <p>The Market Place itself doesn't offer much potential for new development as much of this area is well utilised.</p>
Current Planning Status	n/a
Vacancies (existing premises)	A few units remain un-let.
Constraints/ Opportunities	<p>The retail offer on the Market Place is relatively low grade and offers a limited amount of comparison shopping.</p> <p>The Market Place and retail offer on the surrounding streets will offer a secondary shopping experience when the new Marshall's Yard has been completed. In order to retain activity in this area it is important to strengthen the Market Place's identity, providing for more A3 uses such as cafes and restaurants, complemented with more specialist retail occupiers.</p>
Timescale	This should be considered a key project in the short term in order to prevent the loss of footfall along the high street once Marshall's Yard is complete.
Summary of uses explored	Investment in high quality public realm improvements.
Potential use assuming a population increase up to 30,000	As above.
Potential for use assuming a population 40,000 +	Potential interest generated from higher quality occupiers such as niche retail and specialist shops.

3 LINDSEY CENTRE & CAR PARK	
Site Ref 3	
Site Area	The site including the car park occupies approximately 0.58 ha (1.43 acres).
Site utilisation	The site is well occupied and there is no surplus land to develop.
Vacancies (existing premises)	Limited number of vacancies.
Summary of uses explored	Retail
Short-term	<p>In the short term Marshall's Yard is likely to provide for requirements in the market. It is unlikely that the town can support any further significant retail development of the Lindsey Centre. There are a number of voids around the existing retail core; however these are more often providing smaller poor quality accommodation.</p> <p>King Sturge is not aware at this stage if any discussions have been progressed with the owners Lincolnshire Co-operative; however the Centre is relatively new. On this basis they are likely to be reluctant to sell as they are unlikely to have realised the value from developing the scheme. With very limited demand and leases still to run the redevelopment of the centre is a longer term aspiration, although this redevelopment is recognised as a key part in joining up the Market Place with Marshall's Yard.</p>
Potential use assuming a population increase up to 30,000	<p>There maybe some further demand for retail under this scenario, however this will need further analysis and consideration within the context of the site. In the absence of further retail space becoming available, lettings to better quality comparison clothes retailer etc may occur at the Lindsey Centre.</p> <p>With a significant increase in population to 30,000 and if further demand for retail space is proven, the Co-op may decide to undertake their own refurbishment of the centre. This is more probable than a redevelopment scenario given the associated cost and with the absence of any funding assistance.</p> <p>King Sturge have not had sight of existing tenancies and therefore are not aware of the timing implications of these.</p>
Potential for use assuming a population 40,000 +	A longer term high growth scenario may support the need for further modern retail premises. It is King Sturge's view that Lindsey Centre and car park would be the most suitable as it would be contained within the existing retail core and join up the Market Place with Marshall's Yard. This maybe a long term aspiration and would be subject to further detailed analysis.

4 BRIDGE STREET NORTH	
Site Ref 4	
Site Area	0.58 ha (1.43 acres) Wilkinson's & Car Parks 1.03 ha (2.5 acres) Argos and other uses 1.61 ha (3.93 acres) total site area
Site utilisation	The site is relatively well occupied at present, the following occupiers are present; <ul style="list-style-type: none"> • Wilkinson • Argos • Ladbrokes • Job Centre Plus • Office building (Government occupied) • Children's Centre • Independent Restaurant • Independent Hairdressers
Vacancies (existing premises)	King Sturge understand that Wilkinson have taken space in the Marshall's Yard development. King Sturge have not been in discussion with Wilkinson's however given the size of Gainsborough it is likely that they will relocate from their existing premises and their current premises may become vacant. This may present a redevelopment opportunity.
Summary of uses explored	<ul style="list-style-type: none"> • Small scale leisure, hotel, cafes and bars
Constraints	<p>The site is relatively well utilised with the exception of Wilkinson's. Some small scale leisure and a good quality public realm would be beneficial to this end of the Silver Street. However site assembly costs are likely to be high with relocation of Argos and other occupiers being a key issue to delivering this project. We understand that (unless the small Hilton can be secured) the hotel requirement is for an out-of-town site and therefore this option can be discounted.</p> <p>A scheme like this is likely to require some significant funding to relocate existing occupiers.</p> <p>Demand for café and bars is likely to be limited. The town is relatively well served with pubs and cafes of lower grade e.g. Weatherpoons. Other high quality chain café's /bars e.g. Pitcher and Piano, All Bar One. Slug and Lettuce are not likely to target Gainsborough unless there is a significant shift in population towards higher income groups. The difficulty with independents is their need for affordable rents particularly in the start-up phase. This type of small scale leisure is likely to be too high risk to attract developer appetite at present.</p> <p>There maybe interest from KFC, MacDonald's and other fast food retailers at present. Whether these are considered desirable, will need to be considered by West Lindsey District Council; however King Sturge understand none of these currently have a presence in the town.</p>
Potential use assuming a population increase up to 30,000	This may support high quality café/bar occupiers; however it will depend on the changing demographic profile of Gainsborough towards higher income groups.
Potential for use assuming a population 40,000 +	As above.

**5 - TORR STREET
6 - HICKMAN STREET
7 - WEMBLEY STREET**

Site Ref 5, 6 & 7	
Site Area	Site 5 - 0.88 ha (2.17 acres) Site 6 – 0.8 ha (1.97 acres) Site 7 – 0.48 ha (1.2 acres)
Intended End Users/ Users of the Site	<ul style="list-style-type: none"> • Residential • Retail (some limited to the eastern boundary of site 5)
Physical Characteristics	All three of the sites are poor quality, the majority of the industrial buildings relating to the old port.
Development Constraints	<p>All three of these sites would require assembly and are in multiple ownerships. Albeit values are likely to be low, given the number of landownerships, this could become costly.</p> <p>King Sturge do not anticipate any significant demand for 1 and 2 bedroom apartments at the present time. Demand for existing residential developments along Bridge Street has yet to be satisfied and a number of other apartment developments have been progressed with only a few of these selling.</p>
Site utilisation	A number of these buildings are vacant under-utilised and/or on the market either to let or for sale. Some of these appear to have been available to the market for sometime, thus making these sites ripe for redevelopment.
Potential use assuming a population increase up to 30,000	Regardless of population growth King Sturge anticipate good demand for residential use on all three sites. It is anticipated that developer interest would be for mid range family homes of 2 & 3 bedroom homes. King Sturge would expect a range of both affordable, mid-range and higher priced properties.
Potential for use assuming a population 40,000 +	The potential maybe for further apartments in the longer term. There is an expectation that in the longer term values could improve.

8 - TOOLEY STREET/WILLOUGHBY STREET 9 – THORNTON STREET	
Site Ref 8 & 9	
Site Area	Block 1 - 1.06 ha (2.6 acres) Block 2 – 1.52 ha (3.76 acres) Block 3 – 0.58 ha (1.43 acres)
Intended End Users/ Users of the Site	<ul style="list-style-type: none"> • Residential • Leisure • Other community uses park etc
Physical Characteristics	<p>All three of the sites are poor quality industrial uses. The majority of the industrial buildings relating to the old port. Most of these premises are past their economic life.</p> <p>Current occupiers are as follows;</p> <p>Block 1</p> <ul style="list-style-type: none"> • Small terraced houses on Tooley Street • Old industrial/manufacturing buildings • Open storage <p>Block 2</p> <ul style="list-style-type: none"> • Depot • Open storage • Some industrial uses <p>Block 3</p> <ul style="list-style-type: none"> • Industrial/trade counter • Small terraced houses • Petrol Filling station
Site utilisation	<p>A number of these buildings are vacant, under-utilised and/or on the market either to let or for sale. Some of these appear to have been available to the market for sometime, which suggests that sites maybe appropriate for redevelopment.</p>
Development Constraints	<p>All three blocks would require assembly and are in multiple ownerships; given the fragmented nature of these sites this could become a costly exercise.</p> <p>Relocation costs are likely to be significant particularly for the third block which is partly occupied by the petrol filling station and a number of trade counter uses. The other blocks are less utilised and may be easier to assemble.</p> <p>The redevelopment potential of these site is likely to be driven by the Council's ability to assist in site assembly and the ability of the proposed new development to help pay for this.</p>

**8 - TOOLEY STREET/WILLOUGHBY STREET
9 – THORNTON STREET**

Site Ref 8 & 9	
Present	<p>Residential</p> <p>King Sturge do not anticipate any significant demand for 1 and 2 bedroom apartments at the present time. Demand for existing residential developments along Bridge Street has yet to be satisfied and a number of other apartment developments have been progressed with only few of these selling.</p> <p>There is likely to be good demand for family housing however it is unlikely that residential development would produce a significant land receipt to pay for the site assembly costs at current values.</p> <p>King Sturge anticipate that interest would come from the volume house builders e.g. Persimmon, David Wilson and Barratt.</p>
Potential use assuming a population increase up to 30,000	<p>Residential</p> <p>Regardless of population growth King Sturge anticipate good demand for residential use on all three sites, anticipating that developer interest would be for mid range family homes of 2 & 3 bedroom homes. King Sturge would expect a range of both affordable, mid-range and higher priced properties.</p> <p>Further analysis would be required to determine if residential is a viable option.</p> <p>Interest would potentially come from the volume house builders e.g. Persimmon, David Wilson and Barratt.</p>
Potential for use assuming a population 40,000 +	<p>Residential</p> <p>The potential maybe for further apartments in the longer term. There is an expectation that in the longer term values could improve.</p> <p>Further analysis would be required to determine if residential is a viable option.</p> <p>Interest would potentially come from the volume house builders e.g. Persimmon, David Wilson and Barratt.</p>

4.4 Transport

As Gainsborough grows and develops an enhanced retail and leisure offer there will be increasing demand for travel to the Town Centre. Improvements to all localised access modes will therefore be required in order to provide town centre users with viable alternatives. This section to be read in conjunction with section 3.4.

4.4.1 Car parking

If Gainsborough is to attract more visitors in the future, then it will be necessary to devise an efficient car parking management strategy for the town centre which complements the proposed future developments and meets the demands of town centre users. The car park strategy will have to cater for the needs of residents, visitors, shoppers, businesses and employees. Car parks will have to be suitably located to ensure that all parts of the town centre are adequately served, and the car park charging regime should ensure that visitors and shoppers to the town are not discouraged by prohibitive charging rates.

As discussed in the previous section, it is intended that the new developments within the town centre, will incorporate car parking provision within the proposed designs, in relation to all types of land-use. Public car parking areas will continue to be provided at the existing multi-storey car park, Marshall's Yard and at other smaller existing and new surface car parks.

The amount of parking to be provided should be in accordance with recommendations contained within the RSS or PPG13 (in the absence of any local car parking standards). In addition, all new developments throughout Gainsborough should be conditioned by the need to introduce a suitable Travel Plan, which will also have to consider car parking provision.

The introduction of a suitable car parking management regime can also be used as a tool to help reduce car generated trips, particularly employment related trips, generated from within Gainsborough, and thus encourage the use of more sustainable modes of transport. Any car parking strategy will have to take into consideration the demands for parking by local residents and it may prove necessary to introduce resident parking schemes in order to ensure that such parking provision is not taken by employees working within the town centre.

4.4.2 The road network

Introduction

As part of the masterplan, significant levels of development are proposed throughout the town centre area, and this development often includes complementary traffic/transport interventions. Overall, in relation to traffic, the main objective is to increase the permeability of the area for 'local' traffic, whilst discouraging/re-routing longer distance traffic away from the town centre. It is also intended that any new transport proposals pay careful cognisance to the needs of pedestrians, cyclists and public transport users and ensures that the new town centre and associated road network is not designed solely to accommodate the needs of the motorist.

Section 3.4 outlined the associated transport/traffic interventions in relation to the respective proposed developments in the town centre areas. However, a summary of the more significant traffic interventions in relation to some of the proposed development areas i.e. the new housing area to the south east quadrant and the potential Foxby Lane link to the A631 to the east of the town, is provided in the following paragraphs.

Lindsey Centre

Demolishing the Lindsey Centre will provide opportunities to:

- ▶ alter the existing vehicular circulatory pattern on Market Street;
- ▶ relocate the taxi ranks;
- ▶ improve pedestrian accessibility in the area; and
- ▶ provide a new bus station facility.

Sites 6 – 9

The development of sites 6 – 9 will require significant changes to the existing street network and will include:

- ▶ extending Primrose Street further north, to Wembley Street;
- ▶ upgrading Wembley Street;
- ▶ providing an improved junction at Wembley Street/Bridge Street (probably a mini roundabout);
- ▶ improving pedestrian linkages within the area and adjacent areas;
- ▶ provision of improved pedestrian crossing facilities on Bridge Street and downgrading of Bridge Street to discourage through traffic movements and improve permeability to the river; and
- ▶ altering the existing traffic routing on Thornton Street and King Street.

Trinity Street – North Street

Trinity Street - North Street is the principal north-south axis in the town, with the existing town centre, centred around Market Place, lying to the west and the new Marshall's Yard development and Tesco to the east. These latter developments have placed an increasing pressure on the local highway network and created additional demand for east-west pedestrian movements across Trinity Street. Significant junction improvements are now complete for Trinity Street in order to cope with the specific demand, but these primarily cater for forecast vehicle movements. An improved streetscape, through the creation of a 'boulevard-style' effect, would improve the sense of arrival for visitors to Gainsborough whilst providing a better balance between vehicle and pedestrian movements. Measures to be introduced include:

- ▶ improved pedestrian and cycle permeability along and across the route;
- ▶ the creation of a sense of arrival in Gainsborough through gateway treatment;
- ▶ changes in land use and improvements to building facades;
- ▶ environmental and streetscape enhancements; and,
- ▶ introduction of associated parking management to ensure vehicle capacity is maintained whilst frontage access for local businesses is still possible where appropriate.

To support the proposed interventions on Trinity Street, it will also be necessary to improve Belt Road and revise the existing traffic direction signing regime, ensuring longer distance traffic is directed away from the town centre areas. In the longer term we should consider a link from the bottom of the Belt Road north to the A159 as per the Masterplan (see page 13).

4.5 Summary

Gainsborough is the main service centre for West Lindsey. However, it is not a high quality centre and the impact of competing centres such as Lincoln and Meadowhall are clear. The town centre needs to address the following:

Town centre integration

Marshall's Yard and the existing Tesco development will shift the retail focus of the town centre to the east. Relocation of the District Council's offices to the Marshall's Yard will further embed this. Whilst this new investment is clearly welcome to Gainsborough, it will require a strategy to ensure that the impact this will have on the rest of the town centre is addressed.

The future role of the town centre

The masterplan sets out the interventions that will be necessary to create a future role for the current 'core' town centre, when the full impact of Marshall's Yard is realised.

Enhancing current assets

The riverside area and buildings such as the Old Hall and All Saints Church, together with several higher quality buildings around the 'core' area of the town do represent assets for the town and will provide the framework for establishing a greater level of cultural/leisure activity in the town centre.

Key town centre sites

Connected to the above we have identified the key sites critical to the long term success of the town centre. The defined town centre is relatively large and will in the future incorporate a range of uses such as residential, leisure and commercial activity.

The actions which have been identified in relation to the town centre and Transport and Infrastructure are included in Appendix A - Framework for Delivery.

Theme 2 - Transport and Infrastructure

Theme 3 - Town Centre

5 Neighbourhood Renewal

5.1 Introduction

The scoping study identified that issues relating to deprivation, crime and housing conditions need to be considered as part of the masterplan process for Gainsborough. In Stage 2 of the masterplanning process, a number of consultations have been undertaken which have highlighted priority issues and 'target' geographical areas for intervention. The result is an emerging neighbourhood renewal project targeted at 5 key areas in South West ward. Potential methods of intervention have been set out in Chapter Three. This section summarises the key issues identified, considers the approach to resolving these in more detail with evidence from the consultations, describes the proposed interventions, the key actions and associated risks.

5.2 Issues identified

Below is a review of the scoping study findings in relation to deprivation, crime and housing, together with further information that has emerged during this second stage of work.

5.2.1 Deprivation

The Indices of Deprivation (2004) provides the current analysis of deprivation issues across England. The indices enable analysis at a local authority level and also for specific local geographies called Super Output Areas (SOA) for which an overall rank is provided.⁴ There are 13 SOAs covering Gainsborough and Lea and Morton parishes.

West Lindsey ranks in the top 49% of deprived local authorities in England. There are pockets of serious deprivation across the District with six SOAs ranked in the most deprived 20% nationally and one ward in the most deprived 10% nationally. These SOAs are particularly focused on the wards of Gainsborough East and Gainsborough South West.

5.2.2 Crime

The Indices of Deprivation shows particularly high levels of deprivation in relation to crime (4 SOAs in the most deprived 10% nationally). When considering recorded crime statistics for Gainsborough compared with the District and the County, crime rates in Gainsborough, despite falling between 2003/4 and 2004/5, are double that of West Lindsey and Lincolnshire. Criminal damage and violent crime are the main criminal activities within Gainsborough, representing 51.5% of all crimes (Lincolnshire Research Observatory 2006).

5.2.3 Poor housing and physical environment

Under the Indices of Deprivation, the SOAs in South West ward perform poorly in terms of living environment. In relation to housing stock, East and South West wards have a particularly high proportion of terraced houses and high levels of privately rented properties (more than double the national average), these are consistent with the most deprived SOAs. Evidence from the consultation process confirms that these areas contain poor quality, high density housing with little or no open space, children's play facilities or secure car parking. In terms of visual impact, they are a poor gateway to the town and are in close proximity to the town centre which is the focus of investment through the masterplan.

The issues of deprivation, crime and housing are interconnected. High levels of crime are reflective of a town with high levels of deprivation. Poor quality housing and physical environment are key indicators of deprivation and can contribute to high levels of crime and anti-social behaviour. The highest concentration of socio-economic problems is found in Gainsborough East and Gainsborough South West wards. In particular, South West wards was identified by both the scoping study and the subsequent consultations as being the most in need of improvement. As a result, it is proposed that this ward should be prioritised for physical regeneration throughout the masterplan.

⁴ THE RANK IS MADE UP FROM DATA FOR SPECIFIC DOMAINS: INCOME, EMPLOYMENT, HEALTH, DEPRIVATION AND DISABILITY, EDUCATION, SKILLS AND TRAINING, BARRIERS TO HOUSING AND SERVICES, CRIME AND DISORDER AND LIVING ENVIRONMENT.

5.3 Defining the problem and target areas

Consultations with the police, West Lincolnshire Crime and Disorder Partnership representatives and a range of housing and community professionals across Gainsborough has provided a more detailed insight into particular problems related to crime, anti-social behaviour, housing and the physical environment. Furthermore, these discussions have identified key neighbourhoods where physical works should be prioritised in order to help tackle these issues.

5.3.1 Crime and anti-social behaviour

Localised crime is a problem in Gainsborough. Parts of South West ward appear to be the key problem areas, along with the town centre around Queen Street and Trinity Street. According to the police, the most common reported crimes in these areas are criminal damage and vehicle crime. The police also identify anti-social behaviour by young people as more of an issue than crime both in perceived and real terms.

In addition to the socio-economic causes of crime and anti-social behaviour, the consultees cite poor housing and physical environment as important contributory factors. Many neighbourhoods within South West ward have absentee landlords, empty dwellings, street parking, ten foot alleyways and lack of open space – all of which can play a role in increasing levels of crime and anti-social behaviour. As a result, there is support from the police and community workers for a project which designs out crime and anti-social behaviour.

5.3.2 Housing and the physical environment

Discussions with the Housing Renewal Team at West Lindsey District Council confirm the issues raised by the police and community workers. They identify South West ward as most in need of neighbourhood renewal and in particular, identify 5 key areas where work needs to be prioritised.

Each neighbourhood has specific needs but there are a number of issues related to housing and the wider physical environment which are common across the areas. Some of these overlap with those raised by the police and community workers. Poor quality, high density housing is commonplace in South West ward. The ward has high levels of privately rented housing and associated problems are a rapidly changing population, empty dwellings, unlicensed private landlords and absentee landlords.

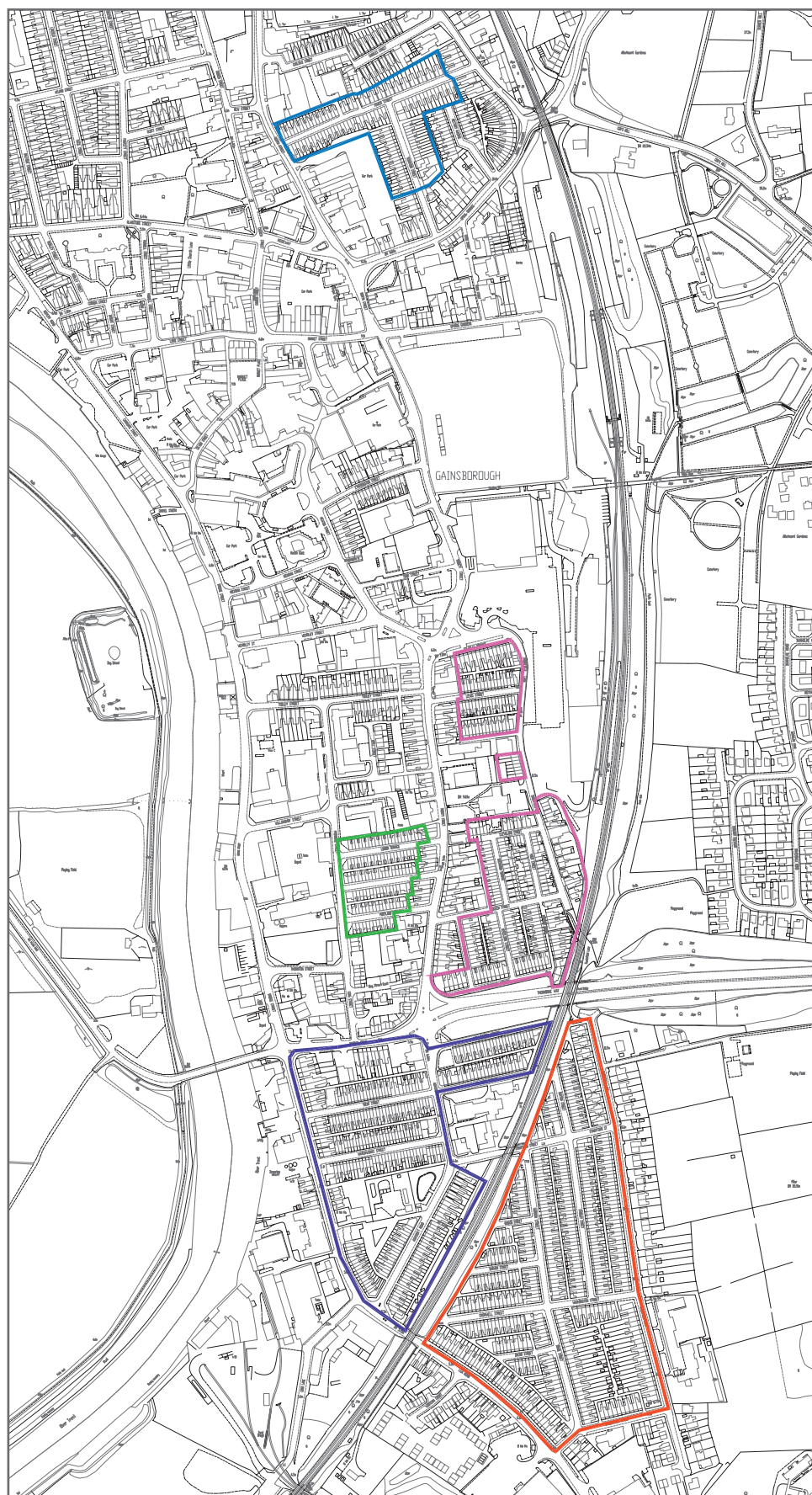
The issue is not just housing, the wider physical environment is poor with a lack of open and green space, in addition there are no safe spaces for children to play. There is a lack of secure, communal parking – many residents have to park on the street and there is not adequate car parking space. Some areas have no or poor linkage, connectivity between streets and between neighbourhoods.

5.3.3 Priority neighbourhoods

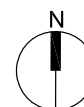
The proposed project would target five target neighbourhoods within South West ward identified as in most need of improvements to the quality of housing, physical environment and reductions in the levels of crime and anti-social behaviour.

The specific renewal needs of each neighbourhood are considered in more detail below. Figure 5.3 is a plan showing the priority areas. The numbers below correspond to the numbers on the plan.

Town Centre Housing Improvement Areas



- Area 1
- Area 2
- Area 3
- Area 4
- Area 5



- Area 1. This area is east of Trinity Street and consists of approximately 500 houses. The area was built in the 1870s for workers at Britannia Works (now Marshall's Yard). It has been identified as the area in need of most improvement, with low quality, dense housing a key issue. Other related issues are a lack of green space and children's play area; empty dwellings; high levels of privately rented accommodation; and issues related to on street car parking. Anti-social behaviour, car theft and criminal damage are key problems.
- Area 2. This area is west of Trinity Street and consists of London, Clinton and Portland Street. It contains pre-1919 terraced housing. The area has low quality housing with no connectivity or linkages between the three streets. The stock is slightly better than area 1 and could be renovated but remains at the lower end of the market. There is very low demand for housing; a large number of privately rented properties and a high turnover of people. The area also has problems with anti-social behaviour.
- Area 3. Tennyson and Tower Street to the north of Spital Terrace are pre-1919 terraced housing with stock which is in better condition than area 1. There are issues of crime and anti-social behaviour in this area and there is no access to green space or children's play area. During the day on-street car parking is an issue, with people using this area to avoid car parking charges in the town centre.
- Area 4. This area, east of the railway line, has more varied types and quality of housing: pre-1919 terraces in bigger plots and larger houses, some with gardens. Connectivity is an issue for this neighbourhood given its proximity to the railway which separates the area with the town centre. There has been an increase in the number of privately rented properties over the past few years due to cheap property prices. The area lacks community facilities.
- Area 5. This area sits at the gateway to the town from Lincoln and is located west of the railway line. The area has two main roads running through it. The neighbourhood has an unusual housing mix, created through different phases of housing development over the years. The main problems are created by a series of parallel streets with ten foot alleyways. The housing problems are not of the scale seen in area 1 but the area is a poor gateway to the town.

5.4 Key actions and risks

5.4.1 Key actions

An action plan for the neighbourhood renewal project has been prepared in Appendix A. This discusses the approach and the next steps in more detail. In summary, the project requires the renewal of the five priority neighbourhoods in South West ward and will involve physical remodelling work. The details of the physical works and the aspects of the project which will be prioritised, need to be decided by the project champion and the partnership that oversees the project (to include the local community).

Key actions within the project delivery will include: in year one, obtaining funding and community engagement around the neighbourhood re-design; setting up a partnership to oversee the project; agreeing an action plan and establishing WLDC's commitment to Compulsory Purchase Order (CPO) procedure (if necessary). In years one and two key actions are the acquisition of properties; commencement of clearance work and obtaining funding to deliver physical works. Key actions for year three will be the continuation of acquisition works and the commencement of physical renewal works.

5.4.2 Risks

The main risks to the project are funding, community engagement and WLDC engagement. These are summarised below:

Funding

The current housing funding regime is not sufficient to meet the aspirations of this document.

Community engagement

An established community group already exists in the area: the South West Action Group. This group has a crucial role to play in supporting wider community engagement. However, this is a sensitive project as physical remodelling is likely to involve the demolition of houses. This may be a barrier to community engagement and support.

Engagement of WLDC

This project is likely to need WLDC support in relation to initial capital funding for the project. Furthermore, as part of the acquisition process, it may be necessary to obtain compulsory purchase orders. This will need WLDC approval.

5.5 Summary

Evidence from the scoping study and consultations is clear. These deprived neighbourhoods have poor housing, poor physical environment and high levels of crime and anti-social behaviour. If nothing is done to tackle these issues, these areas could deteriorate with negative physical, economic and social consequences for Gainsborough. Given their close proximity to the town centre, failure to address these areas as part of the Masterplan could conflict with proposed developments for the town centre.

Their inclusion in the Masterplan presents an opportunity to renew these areas and improve a key gateway to the town; improve the quality of housing and physical environment; increase local property values; reduce crime and anti-social behaviour; and create safer and more cohesive communities.

The actions which have been identified in relation to Neighbourhood Renewal are included in Appendix A - Framework for Delivery, Theme 4, action plan 4A.

6 Education, Skills and Employment

6.1 Introduction

The need to improve education and skills provision and to continue the diversification of the employment structure of Gainsborough were identified as key issues in the scoping study. Based on the consultations and further work undertaken on the masterplan development phases, several key projects have emerged and these are reviewed in the context of their ability to address the issues identified. An analysis of any remaining gaps, together with the risks in delivering key initiatives are also set out.

6.2 Issues identified in the Scoping Study

The scoping study identified that Gainsborough faces a number of issues in relation to education, skills and employment, if it is to move forward over the next 25 years with a strengthened and sustainable economy. The following provides a review of the findings outlined within the scoping study together with further information that has emerged during this second stage of work.

6.2.1 Local economy and employment

The Lincolnshire economy is identified as facing an 'economic crisis',⁵ with significant underperformance in relation to the East Midlands region and the national level. This situation is replicated in Gainsborough, where the town's economy has suffered as a consequence of the loss of major engineering and manufacturing industries. Despite the loss of such industries, nearly 25% of the Gainsborough workforce remains employed in this sector and continues to decline. As a result many residents have skills which are no longer applicable to the needs of a local economy seeking to increase its 'quality' and 'add value'.

The national and regional economy has shifted emphasis, with key value adding growth sectors focused on creative industries, banking, finance & insurance and significant growth in the construction sector. In Gainsborough, there has been some growth in the number of businesses in these sectors however, when compared with national and regional trends, Gainsborough is still lagging behind. As a consequence of the smaller numbers of people working in these 'value added' sectors ' in Gainsborough, average wage rates also remain below regional and national comparators.

Employment forecasts available for Lincolnshire to 2015 indicate continued decline in the engineering and manufacturing sectors, with a 9% growth or 2,500 jobs mainly within the construction, financial and business services and other (mainly public) services. Should this position be replicated in Gainsborough, the impact would be a significant transformation in its economic structure, requiring substantial change in terms of the skills base of local residents and land/property market, in order to take advantage of the forecast growth.

The physical focus of the masterplan therefore seeks to improve the environment and connectivity in Gainsborough, to make it a more attractive place for both investors and new residents. A key focus should be identifying land and quality development opportunities that are attractive to the private sector, providing the best opportunities for businesses and to promote the greatest assets of the town. The need to improve the skill base of the local workforce is also critical and is outlined below.

6.2.2 Skills and educational attainment

Basic skills

In Gainsborough, a key factor constraining economic growth is the low skill base and poor educational performance, common characteristics in areas that have suffered significant sectoral based employment loss. The availability of a skilled labour force is a key factor for businesses when making strategic long-term decisions on location and investment and addressing the issue is important if Gainsborough is to attract new growth employment sectors that offer an employment value beyond those currently available. Key issues include:

⁵ LINCOLNSHIRE ECONOMIC STRATEGY (2006)

- ▶ in Gainsborough there are significantly higher levels of poor literacy and numeracy when compared with both district and national averages;
- ▶ Gainsborough has a high proportion of its labour force active within manual sectors, 50% above that of the national average - a risk, given the forecast for decline in the manufacturing sector.

The priority on improving skills is also reflected in the Lincolnshire Skills Forecast (2005), which forecasts that West Lindsey District has a lack of supply of residents with high skills available to meet future demands. In contrast, the supply of low skills far out-strips the forecasted demand for 'low skilled' employment in 2012. This position is likely to be even more acute in Gainsborough, where there are fewer economically active residents with high level skills. This situation dictates the need for intervention at both school and adult level in order to affect change in the level of available skills in Gainsborough.

Educational performance

Educational attainment plays a key role in determining people's future life chances, with young people, who leave formal education without qualifications, more likely to be at risk of unemployment, low pay and poor job satisfaction. A challenge for the public sector is to provide improved school achievement opportunities, increase expectations and enable a higher proportion to progress on to further or higher education and into higher quality employment.

Current secondary education provision in Gainsborough is provided by 3 schools, with the Queen Elizabeth High School (a selective grammar school), among the top ten secondary schools within Lincolnshire in terms of GCSE performance. The other two schools (Castle Hills and Middlefield) are within the bottom 10 schools in the county. Despite the low educational attainment at Castle Hills and Middlefield Schools, more recent Contextual Value Added (CVA)⁶ data identifies that the 'value added' by these two schools (Castle Hills (1017.6) and Middlefield (1012.7)) is more than the national (1000) and Lincolnshire (1006.1) average and more than that at Queen Elizabeth High School (999.4). This measure identifies that both schools are improving standards and are successful, both schools are within the top 25% of schools nationally when considered against this measure.

Post 16 education

A recent study by Connexions (2005) into the destination of Year 11 pupils after leaving school identified that fewer children from Castle Hills and Middlefield are entering post-16 education. Of those that do, a high proportion are going to college rather than sixth forms, suggesting that these pupils are progressing towards vocational qualifications rather than A' Levels. There is limited post 16 education available at Gainsborough College, however, for those who wish to continue with studies beyond a basic level, courses were only available in Lincoln or further away. For some, such as young parents, this is a barrier to achieving better qualifications and higher quality jobs. Similarly, children are being forced to consider establishments outside of Gainsborough for sixth forms, due to there being no such provision at Castle Hills or Middlefield.

⁶ CONTEXTUAL VALUE ADDED (CVA) MEASURES ARE INTENDED TO BE THE BEST INDICATION OF A SCHOOLS OVERALL EFFECTIVENESS IN IMPROVING ATTAINMENT. CVA IS A MEASURE OF THE PROGRESS MADE BY A PUPIL FROM ONE STAGE OF THEIR EDUCATION TO THE NEXT, MEASURING PROGRESS FROM KEY STAGE 2 TEST TO QUALIFICATIONS ATTAINED AT KEY STAGE 4. IN ADDITION, OTHER FACTORS SUCH AS GENDER, SPECIAL EDUCATIONAL NEEDS, MOVEMENT BETWEEN SCHOOLS AND FAMILY CIRCUMSTANCES, WHICH ARE ALL FACTORS THAT CAN AFFECT PUPILS' PERFORMANCE ARE ALSO CONSIDERED. THE CVA IS BASED ON A COMPARISON OF EACH PUPILS BEST EIGHT GCSE RESULTS AND TYPICAL PERFORMANCE OF PUPILS WITH SIMILAR CHARACTERISTICS AND RESULTS AT KS2. IF THEIR GCSE RESULTS HAVE IMPROVED THEN THE CVA IS POSITIVE. AN AVERAGE IS THEN PRODUCED FOR THE SCHOOL BASED ON THE NUMBER OF PUPILS, WITH THE SCORE PRESENTED AS A NUMBER BASED AROUND 1000. THIS INDICATES THE VALUE THE SCHOOL HAS ADDED ON AVERAGE FOR ITS PUPILS, GIVEN WHAT IS KNOWN ABOUT THE CIRCUMSTANCES OF ITS PUPIL INTAKE. A CVA MEASURE ABOVE 1000 REPRESENT SCHOOLS WHERE PUPILS ON AVERAGE MADE PROGRESS COMPARED WITH SIMILAR PUPILS NATIONALLY.

Summary

In Gainsborough, a long period of low educational attainment and low expectations has resulted in a workforce dominated by low skills and qualifications. The current educational performance by Gainsborough pupils and the level of basic skills among the resident population conflicts with the need for economic growth and a modern growing economic base, and is therefore a key issue to be addressed within the Masterplan. The proposal to merge the two low attaining schools and create 'Gainsborough Educational Village' is a key project that seeks to improve this position and this is discussed in detail below.

6.2.3 Engaging young people in out of school activities

The consultation process has identified issues of engagement with young people in Gainsborough in out of school activities. The main reasons for this are twofold: first, aside from some small scale young people's projects, there appears to be a lack of youth provision in the town. Second, some of the mainstream leisure facilities are failing to engage young people either on the basis of cost or activities offered.

Some professionals have concerns about levels of crime and anti-social behaviour amongst young people and believe that a lack of appropriate diversionary activities contributes to this. Actual and fear of crime and anti-social behaviour is also an issue for young people themselves. A survey of 405 young people carried out in 2006 by Lincolnshire County Council found that one third of respondents had been victims of crime and most commonly theft, violent crime and burglary.

On this basis, there is a need for further 'out of hours' provision for young people in Gainsborough. The proposed young people's coffee bar, described below, is an important project to help fill this gap.

6.3 Key Projects

There are two emerging projects that will assist in addressing some of the issues identified above. The focus of both projects: Gainsborough Educational Village and the young people's coffee bar, are to provide new opportunities for the young people of Gainsborough but also to act as a wider community resource, supporting the development of the adult skill base and the provision of community 'assets'. An Action Plan for both projects has been prepared and included in the document in Appendix A.

6.3.1 Gainsborough Educational Village (GEV)

Key objectives

The Gainsborough Educational Village is a key strategic project for the town. The proposals relate to the merging of the existing Castle Hills and Middlefields schools, to form a single new school, located on a site at the eastern edge of the town. The two schools have collectively formed a Federated Governing Body to drive forward the Educational Village project with the main objective for the Gainsborough Educational Village to tackle issues relating to improving educational performance and skills in Gainsborough. This supports the Regional Economic Strategy and Regional Spatial Strategy focus on creating a broader and stronger economic base in the region. The project also supports the 'Building Schools for the Future' and 'Extended Schools' agendas with a focus on providing access to opportunities, services and activities for children, their families and the wider community.

The project aims to provide improved facilities and learning opportunities for both pupils and the Gainsborough community. Gainsborough Educational Village has been successful in securing £12m of Targeted Capital Funding from the Government with Lincolnshire County Council (LCC) committed to funding the remainder of the capital costs. LCC would recover a proportion of this investment through the sale of the existing school sites, potentially for residential development.

The Gainsborough Educational Village would combine all secondary aged pupils from the existing two schools, together with two smaller special schools to provide 1200 mainstream and 80 special pupil places with 32 special 16-19 years places. The new school would offer a wide, varied curriculum with the opportunity for more vocational options and personalised learning and will be in a position to exploit economies of scale within modern state-of-the-art facilities. The new facility would co-locate the mainstream school with a secondary special school by combining The William Harrison Special School and The Beckett Special School.

Overall, the key objectives of the Gainsborough Educational Village scheme are:

- ▶ To raise the level of attainment at KS3 and KS4⁷;
- ▶ Enhance the learning and teaching experience for all;
- ▶ Offer a wider and more varied curriculum for both mainstream and special school pupils;
- ▶ Personalised learning programmes;
- ▶ Working together, economies of scale, sharing of expertise;
- ▶ Dual specialism of technology and performing arts;
- ▶ State of the art facilities; and,
- ▶ 'Extended' school opportunities for the wider community (such as evening classes, community theatre, all weather astro-turf pitches, sports hall, new leisure centre etc) that would involve parents in learning and wider community activities with the aim of raising standards.

Partnership

The Gainsborough Educational Village project will also offer excellent opportunities for partnership working together with Queen Elizabeth High School, John Leggott College in Scunthorpe, Lincoln College, The University of Lincoln, other providers such as the Learning & Skills Council and the County and District Councils. The opportunity, which is being progressed by the Gainsborough Educational Village co-ordinator, is for the local facilities to work together to provide a comprehensive curriculum that offers opportunity and choice for young people. The co-operation and effectiveness of this Partnership between education providers is crucial, enabling local people to have local flexibility and choice regarding post 16 education provision.

Delivery

The preferred site for Gainsborough Educational Village is off Corringham Road, in an area of planned growth for the town on the eastern fringe. This new site gives the new school flexibility in the future, given its design and location, and will complement the growth of the town eastwards. Gainsborough Educational Village will be devising a transport plan to minimise car usage and encourage walking and cycling.

The timetable for the Gainsborough Educational Village is to open the building in September 2009. This is subject to current regulatory procedures that require a competitive process to be put in place to determine the future delivery organisation for the project. The outcome is expected in August 2007.

Summary

The Gainsborough Educational Village is a critical project for Gainsborough and this is reflected in the level of work undertaken by the partners to date. To maximise the benefit of Gainsborough Educational Village it is essential that development of the project reflects the skill and educational attainment needs. It is evident that many of these issues have been adopted by the project development team and Gainsborough Educational Village will be a key element of Gainsborough's future. It also important for the success of the project that there is improved connectivity between employers, employer organisations and the Educational Village project. This connectivity would ensure that courses, training and skills development are meeting the needs of employers.

⁷ AT THE END OF EACH KEY STAGE, EACH NATIONAL CURRICULUM HAS A TARGET THAT A CHILD SHOULD HAVE REACHED IN TERMS OF PARTICULAR LEVEL OF SKILLS, KNOWLEDGE AND UNDERSTANDING. KEY STAGE 3 AIMS TO RAISE STANDARDS BETWEEN THE AGES OF 11 – 14, WITH KEY STAGE 4 FOCUSED ON THE AGES OF 14 TO 16.

6.3.2 Young people's coffee bar

The young people's coffee bar project will establish a facility for young people which provides an alternative education service during the day and a coffee bar in the evenings, where young people can spend independent leisure time. The facility will be developed with support of the 'Unique Network' which has established a successful project in Newark and is keen to support a 'franchise' in Gainsborough. The project is being promoted and overseen by the Young and Safe in Gainsborough partnership (YASIG).

The alternative education service will be targeted at young people disaffected with or excluded from school, who would benefit from learning out of the traditional school environment. The service would provide innovative courses for young people of secondary school age using the existing 'Unique Network' alternative education model.

This project complements mainstream education provision in the town and would work closely with the Gainsborough Educational Village in order to identify young people and determine which courses would best meet their needs. This combination of alternative and mainstream provision is critical to ensuring that all young people in Gainsborough achieve a good standard of educational attainment and skills and to reducing the numbers of young people not in education, employment or training.

The coffee bar element of the project will provide out of hours diversionary activities for young people aged 13-21. In providing 'somewhere to go and something to do', the coffee bar will contribute to diverting young people from crime and anti-social behaviour.

In addition, the building identified for the coffee bar is near the bridge, a key gateway to the town and the design and renovation elements aim to produce an iconic building to improve the visual impact at this gateway.

6.4 Gaps and risks

This section considers the gaps that remain to be addressed, reflecting on the key issues and the projects set out in the section above. It also considers the key risks to delivering the current projects and how the Masterplan can assist in minimising that risk.

6.4.1 Gaps in provision

Adult Education

The 'extended school' proposals for the Gainsborough Educational Village would also provide an opportunity to improve the adult education activity in Gainsborough. The consultations highlighted that the adult learning, skills and training opportunities in Gainsborough are limited with funding severely constrained, but the new facilities at the Educational Village, linked with Lincoln College in Gainsborough create the opportunity for proactively addressing this issue. The Masterplan team needs to ensure that Gainsborough Educational Village embeds this approach in development of the project.

Employer engagement

A linked issue relates to establishing employer engagement with the Gainsborough Educational Village and Colleges, in order to ensure that there is greater focus on matching local education and training provision with the needs of businesses. It is essential to the growth of the local economy that links are improved between the suppliers of education, skills and training in Gainsborough and local businesses.

Facilities and activities for young people

There are a number of projects across Gainsborough targeted at young people but without a strategy or comprehensive overview of service provision it is difficult to determine the key gaps in facilities and activities for young people. The young people's coffee bar will help meet the needs of young people aged 13-21 in terms of alternative education and diversionary activities. Once it is established, the

project will also help identify other gaps in service provision for young people (for example, identifying which age groups are or are not using the coffee bar). At this point, a beneficial exercise would be the preparation of a children and young people's plan for the Gainsborough area.

6.4.2 Risks and key issues

The key risk areas and issues in respect of these projects relate to the following:

Delivery/management

In delivering the Gainsborough Educational Village project several issues have been identified:

- ▶ the need to ensure that an effective education partnership is set up, that includes The Queen Elizabeth High School, John Leggott College and Lincoln College, alongside the new school, to provide a comprehensive and flexible curriculum for Gainsborough students. The absence of this effective partnership will limit the benefits offered by the project;
- ▶ the competition currently taking place to deliver the school. If the Community Trust set up by the federated body for the Middlefield and Castle Hills School is unsuccessful in the 'delivery competition', the provision of the wider school curriculum and the delivery and management of leisure and community facilities could be affected; and
- ▶ the need for the Gainsborough Educational Village to engage with business groups and individual employers, to address future skill needs within its catchment area, both for young people but also adults.

Financial

There are two primary risks to the delivery of the young people's coffee bar, both of which are financial.

YASIG has configured a funding group to look at these issues:

- ▶ the project needs significant capital funding to redesign and renovate the proposed building. Without this, the project will be unable to deliver the high quality, iconic building at a key gateway to the town. YASIG is currently discussing funding opportunities with the WLDC and the Gainsborough Development Trust; and
- ▶ in relation to revenue funding, the project needs initial funding to pay for staff and project running costs. Subsequently, the aim is to generate enough income from the alternative education provision to sustain the facility (it is not envisaged that the project will make any profit from the sale of food and drink). If insufficient income is generated through the alternative education provision, the project will not be sustainable in the medium to long term.

6.5 Summary

The emphasis upon addressing issues of low educational attainment, creating a broader more skilled workforce and providing new forms of employment in value added growth sectors are a key objectives for the Gainsborough Masterplan. The emergence of key projects such as Gainsborough Educational Village and the young people's coffee bar are important elements in delivering this new vision for Gainsborough and it is essential that their development is actively supported and promoted by the masterplan champion and their team.

The actions connected to the issues set out above are included in Appendix A - Framework for Delivery, Theme 4:

Action Plan 4B - Embedding the benefits of Gainsborough Educational Village.

Action Plan 4C - Young People's Coffee Bar.

7 Community Engagement and Consultation

7.1 Finding and engaging the communities of Gainsborough

For any masterplanning process it is important to ensure that the local community is consulted and has adequate opportunity to contribute effectively to the emerging themes and ideas. This section describes how this was achieved in Gainsborough and the processes that were used to ensure that the widest cross section of views were included. The work was undertaken in two phases. Firstly an initial study was undertaken that produced a comprehensive list of over 100 local community groups, organisations and individuals who were contacted directly by the consultants to introduce the concept of masterplanning. In the second phase direct work was undertaken with this group of key stakeholders to help shape the large scale public consultation event in the town. Additionally a smaller team from this stakeholder group are currently exploring opportunities to bring together a local network of community based organisations to support masterplanning delivery and more.

7.2 The rational and process for community engagement

Communities can mean different things to different people. For those who carry responsibility for public services, engaging with the community means ensuring that everyone in their local area is given the opportunity to comment on the services provided for them and on the organisation's priorities and proposed actions.

It also means involving them in major decisions that will improve their quality of life. This is meant to be a two-way process, with organisations benefiting from the imagination and energy of local citizens. Community engagement can involve individuals, voluntary and community organisations and public sector bodies working together to address local issues. The aim is to create a degree of local ownership for the emerging masterplan and thereby ensure a high level of buy in that will include the opportunity to contribute to delivery over time.

The process

For Gainsborough, West Lindsey District Council provided a comprehensive list of almost 100 potential key stakeholder groups, organisations and individuals. Each was contacted either face to face, by telephone or by direct mail, the initial purpose being to introduce the concept of masterplanning, explain how it would be undertaken in the town and to encourage participation by each individual organisation and its constituent membership. It also created a large number of opportunities for consultants to meet many of participants of these local groups on a face to face basis. Some of these key contacts included hard to reach groups and special interest organisations in addition to the more obvious participants such as:

- ▶ The local Town and Parish Councils
- ▶ The local Chamber of Trade
- ▶ Gainsborough Development Trust
- ▶ Sure Start parents and carers
- ▶ The Gainsborough Youth Council
- ▶ BTCV – learning disability group
- ▶ Teen Seen – Gainsborough
- ▶ Gainsborough Adventure Playground members
- ▶ Community action and residents groups

This provided an opportunity to explain masterplanning in more detail and answer any questions. It also enabled a timetable of events to be set out and confirmation that there would be opportunities for all members of the public in Gainsborough, Lea and Morton to visit an exhibition of ideas and themes proposed for the town and register their views and comments. In turn each group visited was asked to suggest further organisations that it may be useful to contact and to encourage their participation in the future public events. It was also indicated that for the second phase of the masterplanning process each organisation would be invited to contribute a representative to attend a number of key stakeholder meetings that would help shape the masterplan and the forthcoming public exhibition.

Outcomes

The outcomes from this first phase were generally positive and overall it was assessed that there was a mood of optimism and hope in the town that its fortunes could change and that the regeneration process had begun.

It was recognised that the town had a poor recent history with a severe decline in local manufacturing and the loss of a large number of jobs that were unlikely to return. However the evidence provided by work at the Marshall's Yard site and improvements in the quality of housing coupled with the Riverside development was encouraging.

The town and its residents were characterised as friendly, with a 'do it yourself' attitude and that the time was right now for an aspirational plan.

The community groups themselves represented a very wide range of interests and activities but there were few networks that functioned effectively and provided the necessary measures of support. Equally there was no structure that bound these organisations together within the town and enabled them to speak with a collective voice or provide access into the constituent parts of the voluntary and community sector. There was a lack of community leadership.

During this initial period and first phase of masterplanning, those consulted had been invited to contribute their headline thoughts about the key issues facing Gainsborough.

Key issues revealed

- ▶ The need for infrastructure improvements, including river crossings, local bus services, recreation and leisure facilities and adequate and accessible doctors facilities.
- ▶ General agreement about the growth agenda and potential for the town, but to ensure that the town and town centre in particular retains its attractiveness and scale.
- ▶ The need to build upon the current mood of optimism and get behind a vision for the future of the town with some inspirational leadership and the rediscovery of civic pride.
- ▶ Concern for young people and in particular their need for accommodation and to address issues of homelessness.
- ▶ To find ways to attract quality employment that required a good level of skills and to bridge the education gap that would enable this process.
- ▶ To define a clear economic role for the town that would justify the growth agenda in a palatable way.

Timescales

Phase one of the community consultation was undertaken during February and March 2006. Phase two was commenced in October 2006.

7.3 Working with the community stakeholder group

Phase two of the work began by re contacting all the known key stakeholder groups to inform them that the second stage of masterplanning was under way. Over 100 community stakeholders were invited and 55 attended an initial meeting to hear a presentation and to discuss the outcomes, ideas and emerging themes from the phase one masterplan scoping study. This was followed by a second practical workshop where smaller break out groups debated plans and themes and were encouraged to draw and present their ideas for Gainsborough based upon the information coming out of the scoping study.

The consultant team facilitated these break out groups and this enabled participants to contribute directly to the masterplanning process, to understand how the town could grow and to evaluate how the town centre could be developed and improved. The wide cross section of interests represented at this workshop was valuable in ensuring that a range of points of view were articulated and considered.

The benefit gained from the two community stakeholder group sessions was to help inform and shape the design and content for the large scale public consultation event.



Stakeholder Group Meeting



Public consultation event

An extensive promotional exercise was undertaken to ensure that knowledge of the consultation event was disseminated as widely as possible. This included the direct distribution of an information card to every household in Gainsborough, Lea and Morton, large town centre posters, local media advertising and by mail and word of mouth via the community stakeholder group.

The public consultation event was held over three days, from 25th to 27th January 2007 inclusive. Opening times included both evening and weekend opportunities for visitors. The venue for the exhibition was the Salvation Army Citadel in Beaumont Street opposite Marshals Yard. It was central, accessible and large enough to accommodate the anticipated numbers.

The public display consisted of a series of information boards that led the visitor through the history of the growth and development of Gainsborough, an assessment of the current issues and on to the emerging themes, ideas and vision for the future of the town and the town centre.

As members of the public arrived they were met and greeted by consultant team staff and given an introductory explanation to the exhibition, encouraged to ask questions and finally to complete a simple questionnaire recording their views and comments.

Attendance numbers were recorded and show that over 200 people visited the exhibition, most staying for between $\frac{1}{2}$ and $\frac{3}{4}$ of an hour and many engaged in direct discussion and debate with the exhibition team. Senior managers from West Lindsey District Council supplemented the team of consultants. Exit interviews indicated that most visitors found the display well presented, informative and interesting, and welcomed the opportunity to discuss the ideas emerging from masterplanning along with their own concerns and thoughts. Some 119 questionnaires were completed with a large majority in broad agreement with the masterplan proposals as presented.

It is useful to note that resulting from direct discussions with consultation event participants a number of important issues were raised that had not previously been revealed. These included the need for detailed consideration of the types of local accommodation available and suitable for elderly people. Also the difficulty that some retailers are experiencing with regard to delayed decisions on the town centre re development plans and the impact this is having on rental values and the ability to move and secure new premises.

Overall it is assessed that the information gathered from the public consultation event is of a high quality and that the exhibition achieved its objectives of attracting a good cross section of the local population and providing accessible information.



Public Consultation

7.4 The future for the community stakeholder group

During the masterplanning process the contribution from members of the community stakeholder group has been significant and valuable. The opportunity has been taken during the assignment to explore the possibility of this group remaining in existence in some form such that it might continue to make a contribution.

A member of the consultant team has facilitated this process and progress to date is described below.

An initial series of meetings has brought together over 20 local people who are willing to explore this possibility. They are currently engaged in a number of key tasks that will demonstrate if this is a viable option and whether it will address the issue of a collective voice for the communities of Gainsborough coupled with cementing a local support network.

The current tasks include:

- ▶ Establishing a 'reason to be' by working on an agreed mission statement and aims and objectives for the group.
- ▶ Working with an existing community organisation with the aim of it forming the core of any new group and network when that is formally developed.
- ▶ Arranging fact finding visits to other similar places to look at good practice and understand how those groups and organisations work and what they deliver.
- ▶ Drafting a business and development plan that sets out how the organisation will operate, what it will do and how it will be structured.
- ▶ Assessing gaps and strategic fit for the organisation such that it may be a valuable partner to local authorities and agencies not only in a consultative role but also as a delivery body.

7.5 Summary

The primary objective of the community engagement and consultation component of the Gainsborough masterplanning process was to ensure that it reached into every part of local life in the town. It was designed to ensure that so far as is reasonably practicable, everybody would be aware that a masterplanning project was being undertaken in the town and that there was a good understanding of what that process meant and what it was aiming to do for Gainsborough. It was also important to enable as many people as possible to access and contribute to the development of the masterplan and have the opportunity to question and debate the emerging themes and ideas. It is assessed that this objective has been met.

The continuing existence of the community stakeholder group, the general desire of local people to 'get behind' an achievable vision for Gainsborough and the feeling that the time and mood is now right for change suggest that an aspirational masterplan is the appropriate catalyst now for local regeneration.

The Action Plan relating to the above is:

Action Plan 5 - Community Engagement and Consultation

8 Delivery and Next Steps

8.0 Delivery and next steps

This document has been prepared on behalf of West Lindsey District Council and Lincolnshire County Council and represents an agreed strategy for the long term development and economic sustainability of the town. West Lindsey District Council will act as the 'custodian' of the masterplan and has the responsibility to ensure that the key agencies and organisations, such as L.C.C. and EMDA, act to support and participate in the delivery of the strategy.

WLDC therefore has a crucial role in monitoring the activities of delivery and funding bodies to ensure that the priority projects in the programme come forward.

In this context it is important for WLDC and LCC to reflect LSP role in the formation of a masterplan delivery group. The group's role would be to continue the momentum of the masterplan, agree and commit specific project champions, liaise with landowners, set targets, timescales and formally monitor progress.

The delivery group would consist of senior WLDC and LCC officers covering planning, regeneration, infrastructure, highways, education, leisure and housing. It should also have councillor and stakeholder group representation. The group would be supported by a full time senior officer and project specific individuals to report on each action plan as appropriate.

A key task in the early stages will be to agree the role and function of the Delivery Group and the resulting implications for its structure and membership.

Next steps

In Appendix A we set out the action plan document which contains the next key steps for the process. This provides greater detail on each of the projects/initiatives identified setting out key tasks, risks and delivery champion. It also reflects on the priority projects in the short term and summarises the key actions that the masterplan delivery champion will need to lead and oversee in the early stages. The plan is intended as a working tool, to be updated as required to provide the masterplan delivery officer with a focus for activity.

Appendix A

Framework for Delivery

