



PRCC.07 16/17

Prosperous Communities
Committee

7 June 2016

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**Subject: Hemswell Cliff Masterplan and Emerging Regeneration
Delivery Programme**

Report by:

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Purpose / Summary:

To present the contents of the Hemswell Cliff
Masterplan report and outline its proposal and
recommendations to drive forward the social and
economic regeneration of the wider settlement

RECOMMENDATION(S):

- 1- That Members approve the Hemswell Cliff Masterplan proposal and Delivery Programme as the basis of the Council's strategy to further develop the FEZ and drive forward the social and economic regeneration of the wider settlement**
- 2- That the Corporate and Policy and Resources Committee be recommended to approve the release of the capital programme and revenue funding allocated to delivering this strategy.**

IMPLICATIONS

Legal: None as a direct result of this paper. There may be legal implications for specific initiatives which will be explored as necessary and included in the project planning process.

Financial : FIN 28/17

£250,000 already secured through capital programme for FEZ.

£150,000 for Masterplan implementation has been secured through the capital programme. An additional £100,000 is required for revenue costs, over 2 years commencing 2016/17 and will be funded from the Investment for Growth earmarked reserve.

Staffing : Officer identified for FEZ works to lead on this programme. Additional Officer required to project manage the delivery of the wider Masterplan schemes at £30,000 per year for 2 years (see above).

Equality and Diversity including Human Rights :

This programme of work aims to improve the attractiveness of Hemswell Cliff as a place to live, work, invest and visit. The establishment of the FEZ, along with the regeneration of the existing commercial and residential area will promote a high quality business and housing environment for the benefit of all.

Risk Assessment : FEZ – LDO not adopted: EIA to be undertaken to fully assess the proposals; external expertise commissioned to support the process; early engagement undertaken

FEZ – insufficient funding to deliver the LDO and implementation. Funds already secured through capital programme; further bid to GLLEP for funds; funding sought from land owners

FEZ – insufficient demand for land and business growth. Early engagement suggests latent demand from existing businesses looking to expand; incentives programme to be developed to stimulate demand.

Wider Masterplan Programme – insufficient resource/dedicated staff to deliver this programme. Funds already secured from capital programme. Cost of Project Manager role to support delivery implementation accounted for within budget of £100K for initial 2-year period (see Financial Implications above)

Climate Related Risks and Opportunities: these will be considered and assessed as part of the planning and delivery process

Title and Location of any Background Papers used in the preparation of this report:

Hemswell Cliff Masterplan Report

Hemswell Cliff Masterplan Executive Summary (Appendix 1)

Call in and Urgency:

Is the decision one which Rule 14.7 of the Scrutiny Procedure Rules apply?

i.e. is the report exempt from being called in due to urgency (in consultation with C&I chairman)

Yes

No

Key Decision:

A matter which affects two or more wards, or has significant financial implications

Yes

No

1 Introduction

- 1.1 In December 2014, Members approved a proposal to undertake a masterplan exercise for Hemswell Cliff, to provide a spatial planning framework for the area and to support the Local Plan policy making process. The masterplan was also intended to assist in leveraging in funds for infrastructure development and as an investment marketing tool for business growth
- 1.2 Following on from this, in February 2015, the Greater Lincolnshire Local Enterprise Partnership (GLLEP) was successful in attracting funding from Defra to support three pilot schemes for developing Food Enterprise Zones in the geographical area consisting of West Lindsey, North East Lincolnshire and South Holland. The food sector is of enormous importance to Greater Lincolnshire; it's the third biggest sector and contributes £2.5 billion every year to the area's economy.
- 1.3 The proposal for the Central Lincolnshire Food Enterprise Zone (West Lindsey) seeks to capitalise on the opportunities associated with the new land based agricultural college by Bishop Burton College at the Showground, together with cost effective land and buildings available at Hemswell Cliff Business Park, to support the future development of the emerging agri-food cluster located along the A15 growth corridor.
- 1.4 The contribution that both the Showground and Hemswell will give in terms of employment land development and jobs creation is reflected also in the Proposed Submission Central Lincolnshire Local Plan with Hemswell Cliff being put forward as a Strategic Employment Site suitable to accommodate large scale development that would meet the needs of the agri-food sector.
- 1.5 The new FEZ will build upon the success of the larger agri-business firms already located on site (e.g. Park Acre, Woldgrain, Gleadell, Evolve Polymers - former EcoPlastics etc), and will create new job opportunities both to serve the existing community and to attract new people to the area. The growth in resident and employee numbers will in turn help to sustain new services for the local community, enabling a more coherent settlement to form.
- 1.6 In order for the FEZ to succeed however, the socio-economic and environmental issues within the existing community will need to be addressed to ensure that it becomes an attractive location for business investment. Specifically, Hemswell Cliff has a somewhat challenging spatial legacy as a former military base with virtually no community facilities, a considerably higher than national average stock of private rented houses in poor condition, very limited connections between the local community and businesses, high levels of deprivation in terms of

employment, health, qualifications and income, poorly maintained and expensive infrastructure, high crime and ASB issues.

2 The Masterplan Process

- 2.1 The proposed location of the Hemswell FEZ area is to the west of the existing business park, on land extending to approximately 30 Ha. This work is being informed by the Masterplan for Hemswell Cliff which looks at the provision of employment land in conjunction with the development of the existing community and the potential for some housing growth.
- 2.2 The scale and new type of development being proposed with the FEZ is such that it needs to be considered in the context of the community of Hemswell Cliff as a whole. The Masterplan highlights the opportunities that the development of a FEZ at Hemswell Cliff have for the village and recommends that these opportunities be taken forward.
- 2.3 Hemswell Cliff will only work as a place if it is planned as a place and used as a place – by the whole community (residents, businesses and workers, and visitors). The big challenges (infrastructure weaknesses, inadequate amenities and services, social and economic isolation, and poor environments) all need comprehensive and integrated solutions and targeted investment from both the public and private sector.
- 2.4 The Parish Council is already taking a proactive role in addressing the issues at Hemswell Cliff and plans to pursue a new Neighbourhood Plan. This will be supported via WLDC and will enable the whole community – residents, businesses, land owners – to plan their future together and build on the work already undertaken for this masterplan.

3 Key outcomes

3.1 Development of new Food Enterprise Zone supported by a dedicated package of incentives for agri-food businesses

The purpose of the FEZ is to attract new agri-food commercial activity to Hemswell Cliff whilst also developing a more sustainable residential village and promoting a highly attractive business environment. The need for a specialist support package to be developed to attract food companies to the FEZ and to help them to grow is clearly recognised by all the partners involved in our FEZ development. The package on offer will need to include significantly improved basic infrastructure (roads, drains, sewers, power, broadband).

3.2 Redevelopment programme for existing Business Park

To ensure the success of the future FEZ and qualitative offer at Hemswell Cliff there needs to be a redevelopment programme for the rundown brownfield sites of the business park:

- Address particular run down Business Area(s) – current ‘illegal dump site’ and associated run-down buildings

- Engage and assist landowners with the aim of improving existing buildings, their use and occupation where appropriate
- Explore with landowners the potential for a village centre, increased services and links with the residential and commercial side.

3.3 Regeneration and growth of Hemswell Cliff Village

The Hemswell Masterplan analysis recommends that the success of the FEZ very much depends on the attractiveness of the setting and the saleability of Hemswell Cliff's positioning as a work, live concept. The same argument goes for attracting developers to build houses to achieve a good return for their investment. There is a need to address long standing issues that the Council has invested in tackling for a number of years and use this opportunity.

Interventions include:

- Look to address inadequate drainage system linked with the infrastructure review and developments required for the FEZ
- Address existing anti-social issues concentrated in poorly managed private let housing stock
- Explore the opportunity and potential measures available to address a large abandoned privately owned Ex Sergeants Mess
- Work with local residents and businesses to improve the landscaping and appeal
- Support the Parish Council in the growth and development of Hemswell Cliff; development of a Neighbourhood Plan has just begun.
- Support the Parish Council and local residents to readdress split land management arrangements dividing the village and providing hit and miss quality estate management.

4 Next Steps

- 4.1 The regeneration of our former MoD communities has been an identified priority for the Council. Over 4 years of support work and interventions at national and local level has been completed to readdress the situation ex mod sites are left in at decommissioning.
- 4.2 The FEZ provides an important opportunity to build on this work and to provide a catalyst for future investment and regeneration in the area. However, in order for this to succeed the wider socio-economic issues which remain a feature of this community will need to be tackled comprehensively to overcome the negative perception of the place such that it becomes an attractive environment for business growth and investment.
- 4.3 Hemswell Cliff has now the opportunity to develop and regenerate but it needs further investment in the areas identified above in order to

springboard developer interest and bring to fruition the work already invested in this area. This is a major programme of work which will require dedicated resource both for the FEZ project and for the wider Masterplan implementation. If successful, the programme will contribute significantly to the economic growth of West Lindsey and the wider GLLEP area.

- 4.4 The emerging Hemswell Cliff Regeneration Delivery Plan has identified a number of priority interventions that would meet the integrated social, economic and environmental objectives embedded in the Masterplan. This is a major programme of work which will require dedicated resource both for the FEZ project and for the wider Masterplan implementation. If successful, the programme will contribute significantly to the economic growth of West Lindsey and the wider GLLEP area.

5 Recommendation

- 5.1 It is recommended that Members approve the adoption of the Hemswell Cliff Masterplan report along with the Emerging Regeneration Delivery Programme to drive forward the social, economic and environmental regeneration of the wider settlement.

HEMSWELL CLIFF MASTERPLAN – EXECUTIVE SUMMARY

Actions (continued)

10. Build on the programme above to develop a costed and time-bound plan to re-orientate the estate, leveraging grant funds where possible (and tying in closely with the proposed residents-led Community Land Trust) to beneficially adjust the use of key spaces within the estate – including, for example:

- the redevelopment or demolition of the former Sergeant's Mess;
- the creation and management of productive Community Gardens (and, possibly, Community Woodland);
- further development of sports and recreation facilities...

“...a village noted for both its attractive appearance and the sustainable lifestyle that the people who live and work here will be able to enjoy.”



Hemswell Masterplan Summary prepared for West Lindsey District Council by OpenPlan
www.thinkopenplan.com



This is a summary of key findings and recommendations in the Hemswell Cliff Masterplan Report, produced for West Lindsey District Council by a multi-disciplinary consultancy team, led by the placemaking studio, OpenPlan.

Having become surplus to operational requirements, former RAF Hemswell was sold by the MoD in the mid 1980s. Without any plan for adaptation or future development, the former operational buildings were sold as commercial and industrial space and the former residential quarters as houses.

Since that time Hemswell Cliff has become an important employment site for West Lindsey, but its residential community, of about 800 people, currently lacks adequate facilities and services and suffers high levels of deprivation and isolation. West Lindsey District Council has already made a number of interventions but the need for both a development plan and a comprehensive programme of actions is clear.

The Hemswell Cliff Masterplan has been commissioned in that context. Its purpose is to guide and focus changes, developments and interventions. It is not intended to be a “blueprint” but a working plan that can be developed and adapted as opportunities arise, whilst adhering to sustainable principles. Success in achieving the transformation envisaged will depend, crucially, on cooperation and collaboration between all “stakeholders” – land-owners, businesses, the local authorities, the Local Enterprise Partnership, the Parish Council and, critically, local people - Hemswell Cliff’s community.

The full Hemswell Cliff Masterplan Report sets out a spatial development framework together with a programme of recommended actions and interventions. This summary provides an overview by outlining the Vision, Principles and Actions together with an indicative plan illustrating the recommended spatial framework.



Vision

The Vision on which the Masterplan is based is for Hemswell Cliff to become a village noted for both its attractive appearance and the sustainable lifestyle that the people who live and work here will be able to enjoy. Key components of that Vision include:

- an attractive and supportive environment for residents, businesses and visitors;
- a successful Food Enterprise Zone, attracting investment and becoming a centre of excellence in the agri-foods sector;
- the best of the RAF legacy carried forward, including the distinctive pattern of tree-lined streets and green-spaces, the Parade Ground, some notable buildings, and the stories of the people who served here and the things they achieved;
- infrastructure problems overcome through rationalisation of both maintenance responsibilities and funding for the community's assets;
- significant growth and diversification of the village's population – with new houses built alongside the original RAF housing;
- a new Village Centre, with shopping, leisure, cultural and community facilities supported by people who work and live in the village – and visitors;



- the primary school thriving and continuing to play its important role in the life of the community;
- calming of the main road (A631) to make it a safer road for pedestrians and cyclists to use and cross;
- a fresh approach to the network of green-spaces to provide a mixture of recreational spaces and facilities, productive community gardens, amenity areas and an effective sustainable drainage system.

6. Develop a series of investment portfolio opportunities for each of the “zones” referred to in the Masterplan, focusing on:

- attracting commercial investment to the FEZ area;
- identifying public/private sector partnership opportunities with current landlords and third parties to develop the low cost commercial space between the larger employers and the antiques centre; and,
- developing community-led solutions to the improvement of the current housing stock and associated open spaces.

This should be allied to initiatives for:

- working with the larger employers and the antiques centre to scope out how best to support their longer-term commercial aspirations for their parts of the site;
- actively exploring with the major landowners / businesses the creation of a special purpose vehicle to lead and manage the marketing and development of the FEZ, incorporating WLDC and the GLLEP as partners and seeking public funds to address market failure (in the short term).
- In those contexts, consideration could be given to the potential for coordinating activities through a Business Improvement Group or similar vehicle.

7. Promote, facilitate and enable the development of a new Village Centre, working with the owners of appropriately located land and buildings and potential investors and businesses, to realise opportunities for creating this in a location that offers maximum viability by being accessible to residents, businesses and their employees and visitors / customers.

8. Create a residents-led Community Land Trust (building on the current estate management company) and seek development funds to acquire, let and manage vacant properties and other community assets. Recycle the resources from this to purchase new properties as they arise and invest in the amenity spaces and other assets.

9. Establish an environmental regeneration programme, through a process of formal engagement and negotiation involving land owners, businesses and residents, seeking to improve and integrate the “public realm” of the residential and commercial/business areas (including removal of unnecessary fences and barriers) all in the context of a design-led approach to environmental quality, security and safety.

Actions

Actions recommended, as part of an integrated programme, include:

1. **Adopt the Masterplan as a formal statement of Council policy** and encourage other relevant organisations (including: Greater Lincolnshire LEP, Lincolnshire County Council, Hemswell Cliff Parish Council and partners in private and community sectors) to acknowledge its significance in their strategies relating to economic development, community development, quality of life, transport and spatial planning.
2. **Support Hemswell Cliff Parish Council in its production of a Hemswell Cliff Neighbourhood Plan**, and related actions, to take forward the long-term vision of an integrated settlement with: refurbished current housing stock alongside new housing development; expanded and regenerated business areas; and improved services and amenities for both residents and businesses / employees.
3. **Develop and implement a programme for improving the infrastructure**, the current state of which is clearly impeding the longer-term evolution of Hemswell Cliff, by consolidating current work with the local estate management companies and renewing the dialogue with Lincolnshire County Council, as highway authority, and utilities companies.
4. **Identify resources to work in partnership with local employers and landlords** to:
 - a. **develop a local training and recruitment programme**, with the intention of linking more local residents into job opportunities in the area; and
 - b. explore the potential to **develop low-cost, low-risk starter and/or live-work opportunities** through the redevelopment of vacant and semi-derelict premises in the brownfield commercial zone between the major employers at the western edge of the site and the residential and antique based uses in the east.-
5. **Establish a regeneration partnership** for the area to support the Parish and District Councils, drawing the school, antiques centre, conference / banqueting venue and larger employers into a strategic group meeting at least twice a year to oversee a strategy for the implementation of the Masterplan.

Principles

To turn the Vision in to reality, it is recommended that developments and changes at Hemswell Cliff should be consistent with nine core principles:

1. **Make Hemswell Cliff a great place (not just an ex-base)**
2. **Integrate**
3. **Invest in people and businesses together**
4. **Celebrate success**
5. **Promote the place**
6. **Fix the roads and pipes**
7. **The fences must go!**
8. **Make good use of the spaces**
9. **Empower the Community**



THE FOOD ENTERPRISE ZONE

Within this zone the focus will be on development of businesses operating within the agri-food sector. New development will be mostly to the west and north-east of the existing main access road, which will be upgraded as necessary.

A new roundabout will be created to replace the existing junctions with the A631.

Buildings and areas for parking, manoeuvring, servicing etc. will be set within landscaped areas, including linked storage ponds and swales forming part of a Sustainable Urban Drainage System (SUDS) to provide improved surface-water drainage.

Hemswell Cliff is one of three FEZs in Greater Lincolnshire approved by DEFRA in 2015. The developable area will be about 26 hectares.

BUSINESS IMPROVEMENT & REGENERATION

This area will continue to have a broader mix of businesses. Alongside the strong cluster of antiques and restoration trades, ventures in other sectors will also find this an attractive area to start up and develop, benefiting from synergies with each other. Buildings in good condition are likely to be retained. Those in poor condition will either be renovated or redeveloped.

The antiques centres will continue to attract large numbers of visitors to Hemswell Cliff, as will the Market area, which may evolve to provide retail outlets for locally produced food and other local products.

THE NEW VILLAGE CENTRE...

Linked conveniently by safe and attractive streets and paths, this will develop as a focal point for both the business community and residents of Hemswell Cliff. Shops, cafes and services will draw on three main customer bases – local residents, people working in the adjacent business, and visitors to the antiques centres and markets.

HEMSWELL CLIFF INDICATIVE SPATIAL MASTERPLAN

VILLAGE GARDENS

Part of its RAF legacy, Hemswell Cliff's network of green spaces is a valuable - but under-used - community asset. Featureless expanses of grass dominate at present. Some of these areas could be converted into playing pitches, others into local "nature reserves", and others into productive community gardens or allotments. This could support further development of a local food production culture that is already apparent in the use of some of the private gardens.

VILLAGE HOMES

New housing will be integrated with - and extend from - the existing residential areas. New development south of the A631 will help to connect the two residential areas that side, which are currently isolated from each other and the main part of the village.

In the longer term, much of the new housing may be north of A631 where most of the village's facilities and services will be on the same side of the main road.

Extending housing closer to the proposed new Village Centre (e.g. by redeveloping the former Sergeants' Mess) will help to break down the residential / business divide and encourage shared use of facilities by both communities.



KEY

-  Food Enterprise Zone (FEZ)
-  Existing Industrial Buildings
-  Existing Commercial Buildings
-  Existing Housing
-  Proposed Local Plan Housing Allocation
-  Possible Additional Housing Sites
-  HGV Central Access Route
-  Proposed Business Development Area
-  Proposed Village Centre

THE MAIN ROAD

With the A631 expected to get busier as more businesses come to Hemswell Cliff, there will be even greater need to improve the environment for pedestrians and cyclists, making it safer, less noisy and more pleasant to use. The Masterplan recommends two new roundabouts, one at the eastern edge of the village, providing access to proposed and existing residential areas; the other, at the western end, providing access to the FEZ and parts of the existing business area. Providing clear "gateways" to the village, the roundabouts should be accompanied by further traffic calming, pedestrian crossings and environmental enhancements along the length of the A631 in between.

Our work in the Ex Mod villages – a time to celebrate the achievements
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The Hemswell Masterplan is a next step in part of a story of the positive work we have put into the Ex MOD villages. This highlights the benefits realised over the last 5 years of priority work in these areas. The key aims of this priority work were:

- Regenerated villages with improved facilities for residents; and with
- Better integrated and empowered communities; and
- Community facilities which are managed properly and sustainable.
- National recognition and redress in regard to the legacy left through the de-commissioning process

Benefits Realised:

These few quotes received from Community Lincs survey work (and others are included in this report) sum things up:

“This support work has given the communities the knowledge of how to tap into other services that are available to deal with issues”

“All areas have a fuller understanding of how to tackle any issue and how to escalate the need for wider support from external agencies when required”

The villages are in a much better position than they were 5 years ago. Yes not all the issues have been resolved, we did not set out to do this and some are entrenched, but where they haven't we have the knowledge there to assist future queries and complaints.

All sites have received help in making and achieving funding applications of over £200K, excluding the large £793K Newtoft Big Lottery Reaching Communities (Buildings) for a new Village Hall.

Hemswell Cliff

- Abandoned Ball Park and adjoining land bought from Defence Estates 2013 and transferred to Parish Council
- This Ball Park has been refurbished. Officially opened July 2015.
- The Community have a place to meet with the 'School of Requirement' in the Primary School
- They have a greater sense of community with a Residents Group, Hemswell Cliff Partnership
- All have been supported in governance, management and funding
- Knowledge has been gained on land ownership, land management (a challenge achieved in itself)

A Parish Councillor -- “Setting up the Ball Park has provided a much needed facility and has allowed the Parish Council to play a positive, more visible role in the community”

Hemswell Cliff has a very positive future potential with its identification as a Food Enterprise Zone, this concept has been highlighted through recent masterplan work detailed in the main body of this report.

Brookenby

- An effective Parish Council exists
- It has an improved appearance with grass maintained and empty properties improved.
- An improved Community Centre – physically, in its use and governance.
- Community groups, the parish council have been trained in governance, management and funding
- The viability of the Community Centre is being supported with work progressing to develop a Positive Futures Bid for its refurbishment building on a feasibility study report.
- Current project emerging to establish a Community Land Trust to generate more control over local housing provision and provide funds for the parish.

“The Parish Council & a number of community groups have been guided in good governance and applying for funding for various projects”

Brookenby has now direction in the right areas to finally address the viability of the Community Centre.

Newtoft

- Community Group have been supported and trained in governance, management and funding
- Support, and match funding of £70K from WLDC, to secure Big Lottery Reaching Communities (buildings) funding of over £700,000 for a new village hall.
- Building work has commenced to complete a new Village Hall in Autumn 2016.
- Support is being provided to widen the support group and ensure viability of the new village hall.

Village Hall Committee member - "The open day for the plans for new building – a great community spirit". With a vibrant new Village Hall it is hoped that Newtoft can resolve the lack of facilities that still exists.

Scampton

- No longer under the direct threat of being fully decommissioned
- Has additional facilities: a covenant funded Skate Park; a new Community Venue (on base) ; a community garden

Scampton is part de-commissioned and was for some time under threat of possible closure. Scampton's future is now more confirmed and it continues to operate with existing community development work for the forces and extended to a degree to the de-commissioned side. It did not have the dedicated community development work but it has been involved in initiatives below regarding communities working together.

Communities coming together

- The communities have built stronger links with each other and have an increased knowledge of the issues and means to challenge and address them, as a result of the steering group.
- Sports Development Workers worked on the sites for 2 years following security of a successful Community Covenant bid fostering community spirit within the villages and across sites.
- Jubilee Games have been held for annually for 4 years the villages competing against one another for friendly completion enjoyed by all.

Communities coming together has helped achieve what one community member said: "The development of the communities via support has made a significant contribution with not only community confidence but skills and abilities to tackle local issues".

National Recognition and Redress

- National attention has been gained on the legacy issues left as a result of the existing de-commissioned process
- National Guidance has been developed for future de-commissioning (avoid the pitfalls already experienced).
- West Lindsey's profile has been raised nationally

In conclusion as we review where our resources are to be put for the future this is a good point to celebrate what has been achieved for and with the Ex Mod villages. The project aims have been met in the main and some real achievements although yes there is always more to do. The villages have improved facilities, or very positive prospects of achieving them, together with better integrated communities. National recognition has been achieved, with progress made to prevent future errors on de-commissioning sites.

For the future there are positive prospects to continue the work we have done with the villages albeit not in such a resource intensive way. Brookenby and Newtoft we will continue to support them in their existing or future community buildings as with other parishes. Hemswell Cliff needs more intensive work to realise its greater potential and this has been detailed in the main report.

Shayleen Towns,
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