



St James' House & St James' Square

Market Review & Concept Design Works

Final Report

December 2010



A report for North East Lincolnshire Council by URBED (Urbanism Environment and Design) together with Landscape Projects, AGDR, and Buttress Fuller Alsop Williams Architects

FINAL REPORT

October 2010

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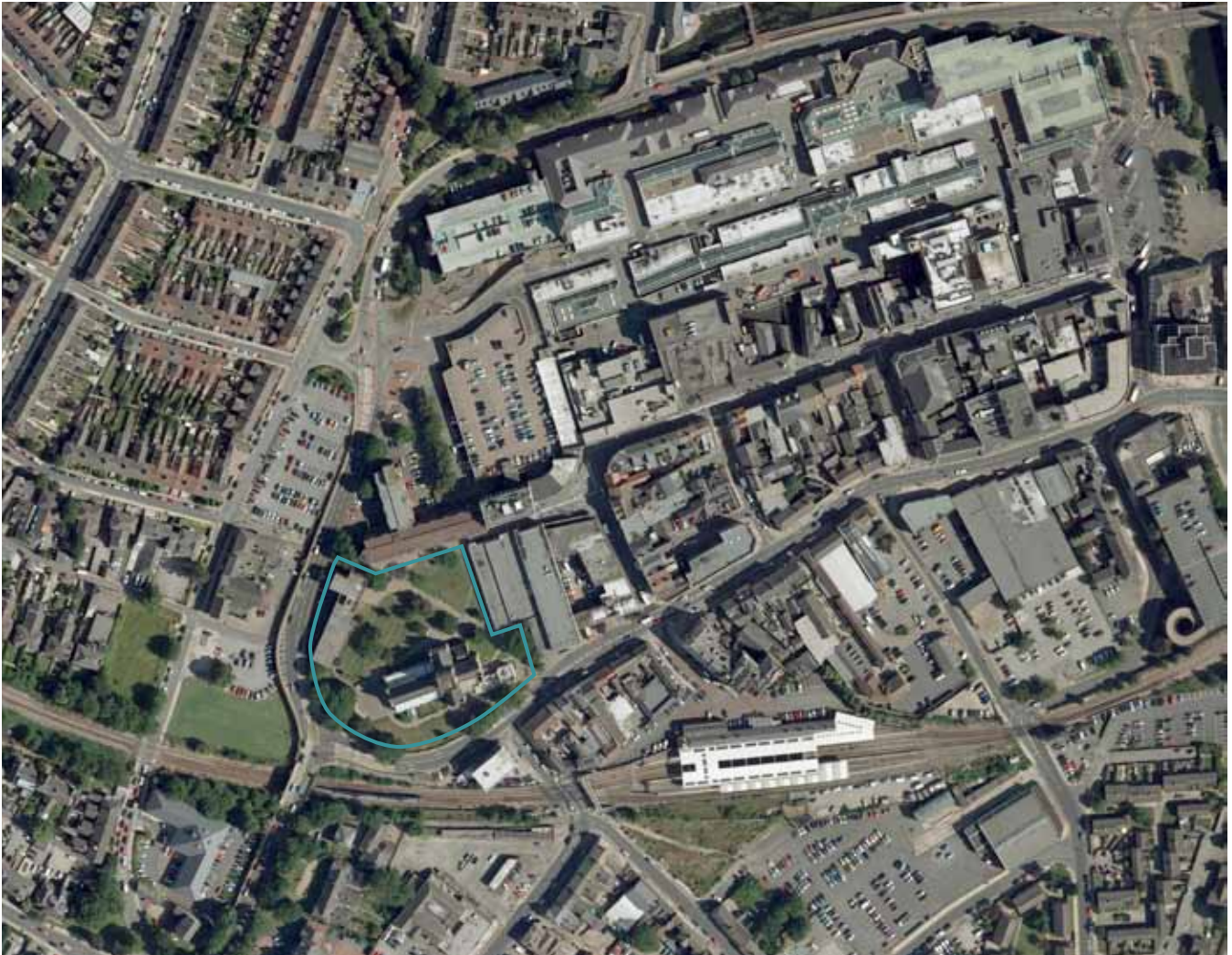


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Study Area



St James Hotel and Wilkinsons facade



Rear side of St James House



View from Minster of St James House and Hotel



Inside St James House

Introduction

In mid 2010 North East Lincolnshire Council commissioned a consultancy team led by URBED with support from Landscape Projects, AGD Regeneration and BFAW to undertake a Market Review and Concept Design work for St James House and St James Square. The study has been funded by Yorkshire Forward.

‘A prosperous and distinctive town centre which makes the most of its North Sea location’

GTCM Vision for the Town Centre

This study looks to build upon the Masterplan for Grimsby Town (GTCM) completed in October 2009.

The GTCM identified St James House and St James Square as one of 5 Tier 1 projects to be brought forward over the following 5 years.

The GTCM identifies that *‘St. James’ Square should remain the tranquil heart of the town centre and provide a calm, safe dwelling space but will be strengthened by the replacement of poor quality surrounding development with new and refurbished buildings which will provide activity and security with appropriate ground level uses. New buildings surrounding the Square will complement and respect the scale of the historic church and should include social and cultural uses. Activity and movement will be encouraged with the specific aim of improving safety but this will remain a tranquil green oasis.’*

St James House and Square are located to the West of the town centre in the grounds of St James Church, the towns greatest cultural and architectural asset.

We began this report by describing the analysis undertaken as part of this study of St James Square and its surrounding area.

In Part Two of the report we develop a number of options for the redevelopment of St James House and Square. These options were then appraised against regeneration objectives, viability, deliver and community support.

In the final section of the report we develop the preferred option and explore delivery models to take the project forward.





Part 1

The Minster

Today



Church south side 1900's



Church south side 1903

The Minster and the Town

Founded by the Danes in the 9th century AD Grimsby is located on the Humber Estuary. The town originally developed on higher ground between the West and the East March which provided the town protection in the absence of town walls.

Up until 1801 Grimsby remained a small settlement with a population of just 1,524 barely larger than medieval times. The town then began to grow and by 1831 housed a population of around 4,000 people. The advent of the railway and development of Alexandra dock brought rapid expansion to the town which by the end of the 19th century had grown in population to 75,000 inhabitants.

The St James Church came into existence in 1114. During the medieval ages it was one of two parish churches alongside St Marys. By the 1840s the number of parish churches had increased to around 10 churches. Today St James, now designated as a Minster is one of only a handful of the churches still remaining in the town.

St James Church was awarded its Minster status in 2010 marking its importance as the most important cultural and architectural asset in the town.

The Minster plays host to a variety of cultural events and is the only parish church in England to have its own Choir School, St James' School.

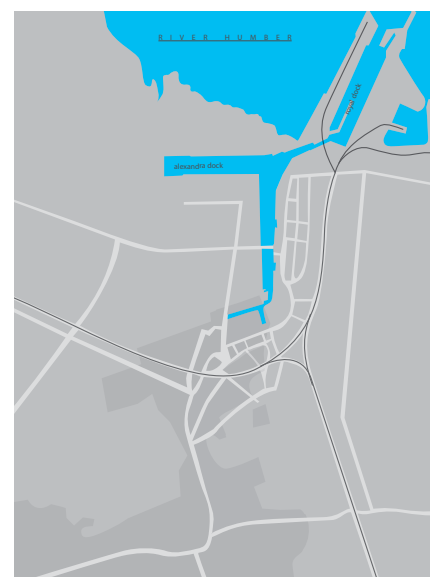
St James House and Grimsby Minster are both under the ownership of the diocese.



12th Century



1840 Pre Railway



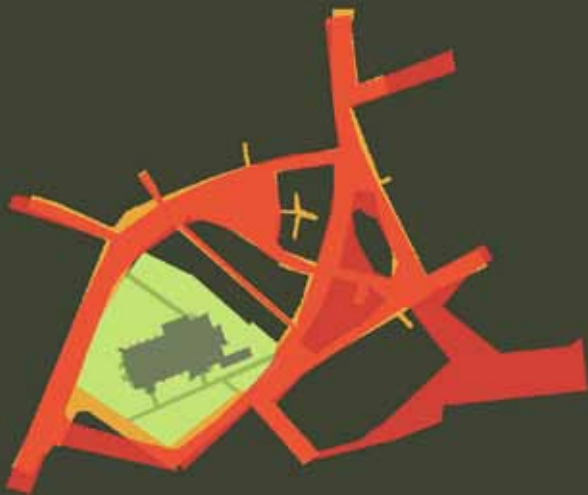
1960 - Established railways, extended docks, and inner relief road



1820



1850



1850 over 1820



2010 over 1850



2010

St James Churchyard

In this section we describe the changes to St James Square and the public realm since 1820 to the present day.

The drawings on the opposite page analyse the changes to the public realm and Grimsby Minster since 1820. St James Churchyard is indicated in green with the public realm of the time coloured in either brown or red.

1820

In 1820 the Bull Ring to the north east of the Minster was the primary public space in the town. At the time the Bull Ring was accessed by Deansgate which ran to the west along the western edge of the churchyard. To the east of the churchyard the building line encroached much closer to the Minster than the current Wilkinsons development.

1850

By 1850 the Corn Exchange had been removed to create a second large public space known as the Market Square. The churchyard was also expanded as Church Lane was re-aligned following the construction of the trainline.

2010

From 1850 to today there has been a number of significant changes to both the public realm and the churchyard. Both the main public space, the Bull Ring and Market Square, were lost following the construction of the Wilkinsons development. The Wilkinsons development did however expand the Churchyard to the East by setting back the buildings further from the Minster.

The construction of the inner ring road has resulted in the Churchyard again been expanded. The area previously taken by Deansgate has now been consumed into the Churchyard.

The photos to the right show the view of the Minster from the Bull Ring from 1850 till 1960 prior to the removal of the Bull Ring.



Bull Ring 1850



Bull Ring 1900



Bull Ring 1960



	carriageway : bitmac and concrete kerbs		Railway		bitmac car park		grass		bench / seat
	footway : concrete and yorkstone slabs		buildings		granite surface		tree		

Notes

1. Fishermans Memorial : bronze statue on slate tiled plinth. Popular and attractive feature.
2. Low stone wall : informal meeting place
3. Low Stone Wall and cast iron lighting columns
4. Low stone wall : poor condition, constrains large church groups close to main entrance to Minster.
5. Low Stone Wall : sitting wall at western end of Minster. Occasional use only. Western entrance used for funerals and wedding etc. Hardstanding used as car park
6. Historic Stone Cross (relocated to curren position in 1990's)
7. Main entrance to Minster
8. Churchyard entrance for vehicles; pedestrain entrance from south
9. Churchyard Wall : brick with railing panels
10. Seats against wall : popular afternoon sitting area
11. Grass area, some 600mm higher than adjacent paving
12. Reclaimed yorkstone paving surface

Tree Species

Code	name
Ap	Acer pseudoplatanus
Bp	Betula pendula
Cc	Corlyus columna
Fe	Fraxinus excelsior
Si	Sorbus inermia
Sa	Sorbus aucuparia
Tp	Tilia platyphyllos
U'S'	Ulmus "Sapporo Gold"

The Churchyard Today

In this section we describe the condition of the churchyard today, its significance in the life of the town centre of Grimsby, and the role it plays in supporting the work of the church. It includes a brief description of the key features and characteristic physical elements of this important green space.

The churchyard of St James, dominated by the Minster at its centre, extends over an area of 1 ha, with a maximum east west dimension of 150 metres and north south of 100 metres.

Massing

(see diagram overleaf)
On its northern side, the churchyard is enclosed by the 4 storey enclosure of St James Hotel and St James House, while the western and southern boundary is defined by the walls and railings of the raised carriageway of Frederick Ward Way and Church Lane. The western side of the churchyard is enclosed by a blank 4-5m high wall.

Urban Setting

(see diagram overleaf)
The Minster is a LANDMARK. The churchyard forms a GATEWAY for people entering the town centre of Grimsby from the north west

and south west. The churchyard is located on the EDGE of the town centre, due to severance caused by Church Lane and Frederick Ward Way

Places and Enclosure (see diagram overleaf) Entrances into the churchyard from the north are closely framed by buildings, creating a strong sense of arrival; by contrast, the churchyard is less well-defined to the south, where it is open to view from Church Lane.

Public Realm Places

(see diagram overleaf)
The churchyard comprises of several types of public place; streets to the north and south connect it with the town centre to the west; squares are located at the west and east ends of the Minster, while to the north, the churchyard is a broad lawned area, and to the south it is a more intricate garden area.

The churchyard surface is primarily lawn, and hard surfaces comprising new and reused yorkstone slabs and setts, and bitmac.

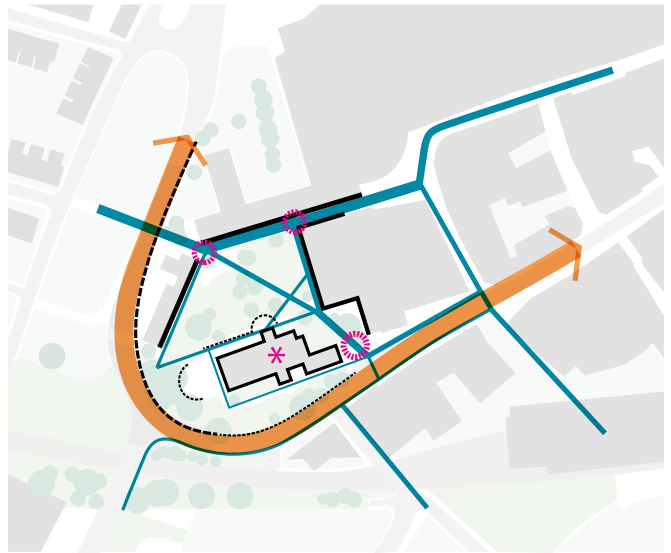
The layout of paths through the churchyard is functional, following the primary desire lines (see Movement) across the space. A wide paved area extends around the north side of the Minster to access the western end, where the yorkstone paved hardstanding widens to form a gathering space. Low stone seating walls, set out in a semi circular arrangement, are located immediately outside the north, west and southern entrances to the Minster, and in short lengths elsewhere.



MASSING

Massing

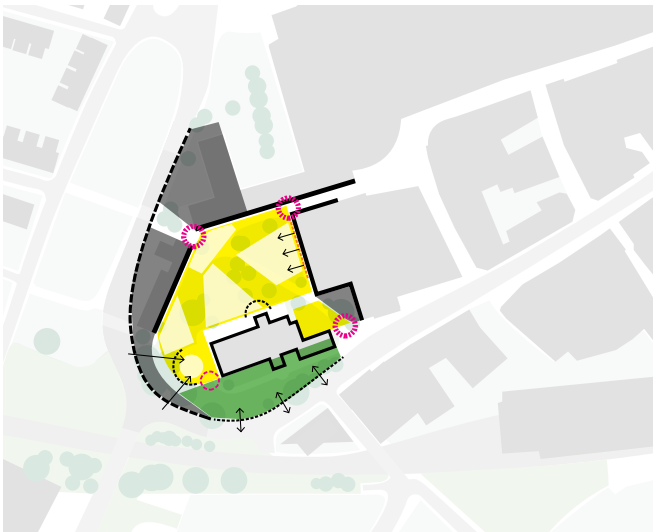
- 1 Storey
- 2 Storey
- 3 Storey
- 4+ Storey



URBAN DESCRIPTION

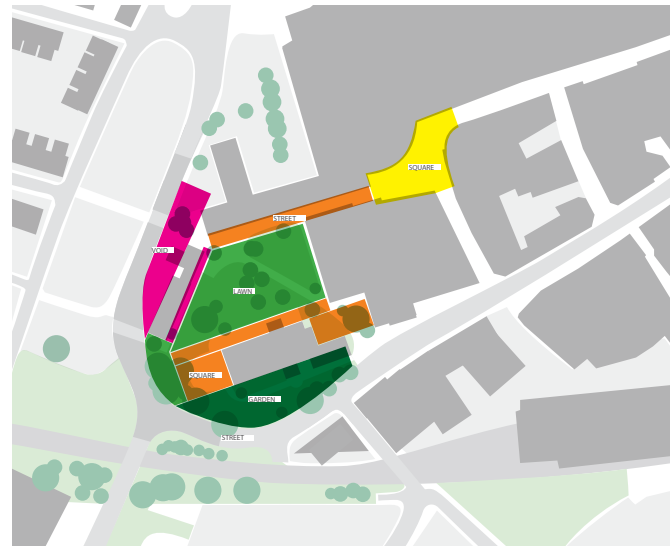
Urban Description

- Pedestrian Routes
- Connection Nodes
- Building Line
- Wall
- Inner Ring Road



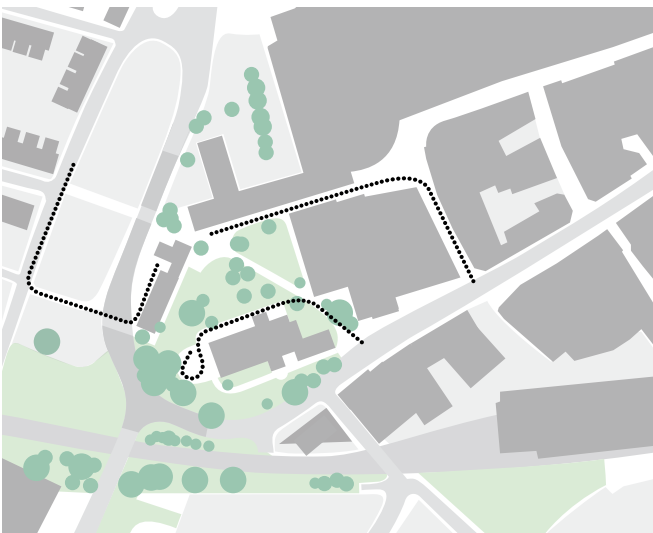
PLACES AND ENCLOSURE

Places and Enclosure



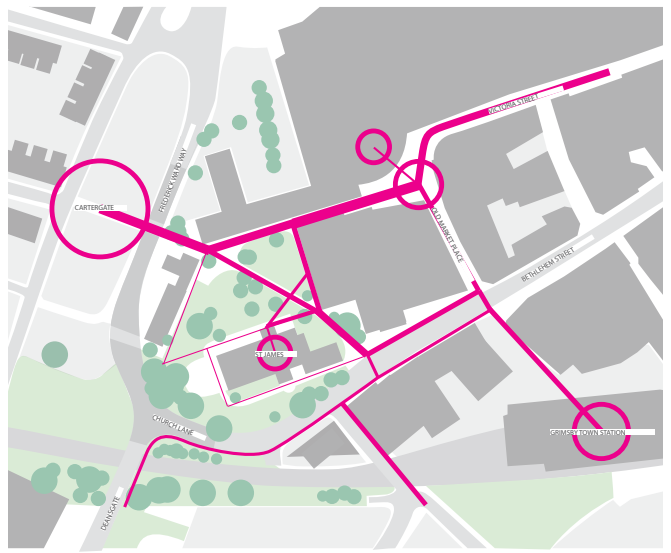
PUBLIC REALM PLACES

Public Realm Places



VEHICULAR MOVEMENT

Vehicular Movement



PEDESTRIAN MOVEMENT

Pedestrian Movement

The Churchyard Today cont.

The paved areas are generally level. The grassed areas are generally some 500-600mm higher than surrounding paved surfaces; it is understood that this is due to excavations and remodelling which took place after the demolition of the sunken garden.

Trees have been planted throughout the churchyard; Lime and Ash trees have grown for many years around the southern perimeter and are visible there today. Maple trees were planted in a clump at the western end of the churchyard, perhaps to provide visual screening to reduce the impact of vehicles on the raised carriageway.

A fine, wide spreading Elm “Sapporo Autumn Gold” dominates the eastern end of the Minster. Elsewhere in the grounds is a scattering of ornamental trees, including Birch, Cherry, Turkish Hazel, Rowan and False Acacia, of varying quality.

Beds and planters for seasonal bedding plant displays are also scattered through the churchyard. Street furniture includes seats of timber and cast iron, and cast iron heritage-style lamps. The Fishermans Memorial, a 3m high bronze

statue by local artist Trevor Harries, is located on a slate tiled surface, on the northern side of the churchyard.

Overall the churchyard has the character of a municipal garden. While it has some attractive features, it lacks the consistently high quality layout and materials appropriate to the Minster setting.

Vehicular Movement

Vehicular movement in the churchyard is restricted to the paved route along the north side of the Minster; low vehicles can access the undercroft of St James House via a subway beneath Frederick Ward Way.

Pedestrian Movement

The churchyard is frequently used by pedestrians as a route from the western suburbs to the town centre of Grimsby. Most footfall occurs on the northern edge of the churchyard, where pedestrians enter and leave by Cartergate. The south eastern gate is also busy, with pedestrians using the diagonal route and the footpath along the eastern wall. Elsewhere in the churchyard, walking levels are low, associated with pleasure

walks and access to the main entrance of the Minster. There is evidence of a desire line through the churchyard to the western end of Church Lane.

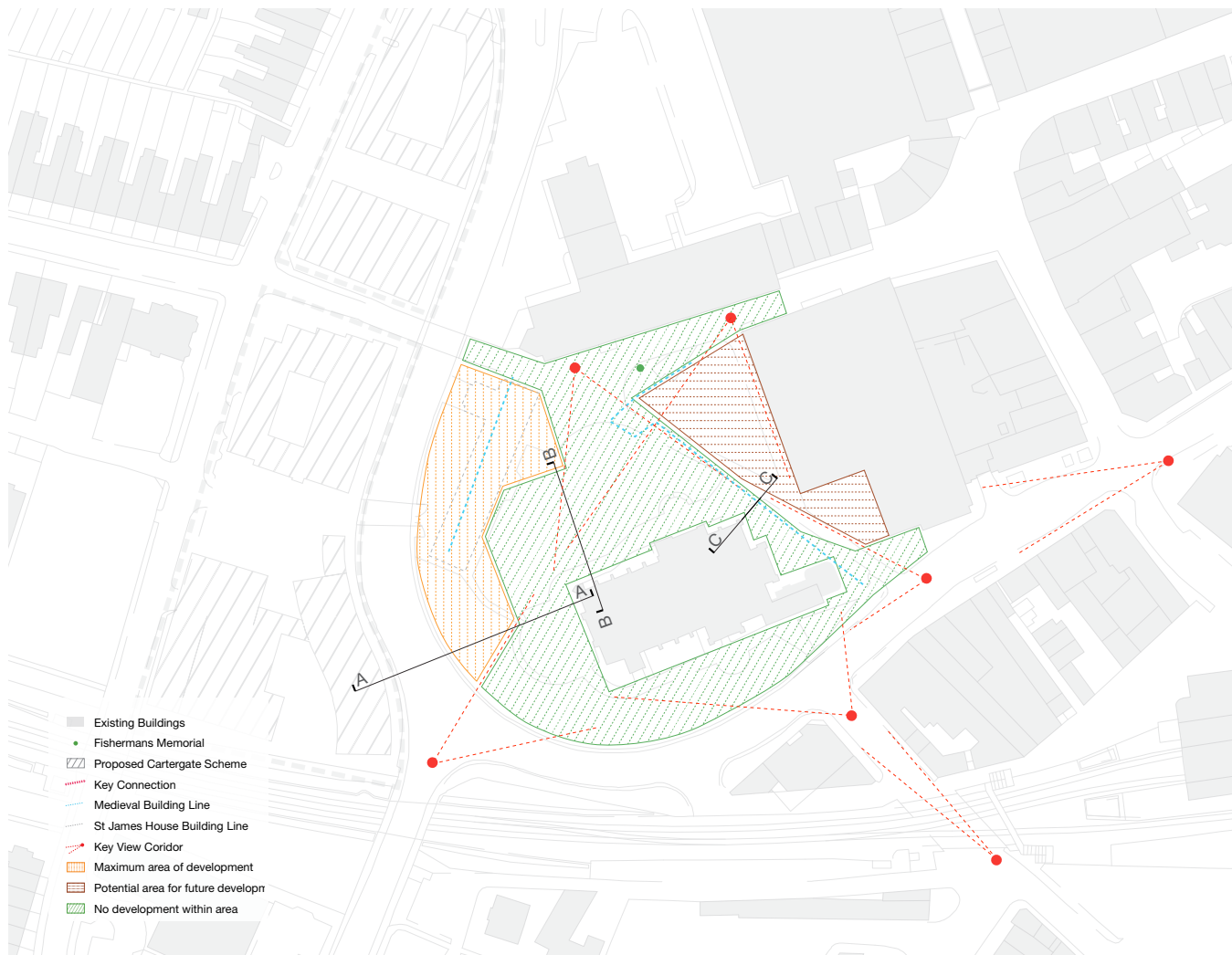
Staying

The churchyard is a popular place for staying especially in still wind conditions, and when it is sunny.

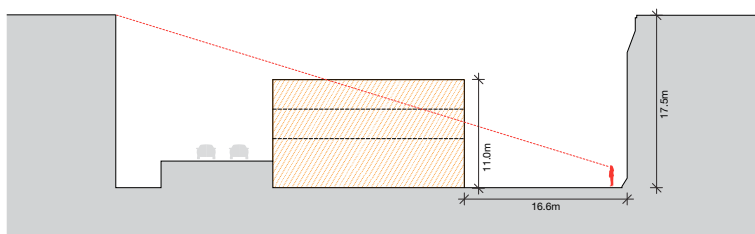
The west facing “Wilkinsons” wall provides a sheltering backdrop for a row of seats which benefit from afternoon and evening sunshine. This is by far the most popular location for staying. Although people congregate at the western and northern entrances of the Minster.

Behaviour

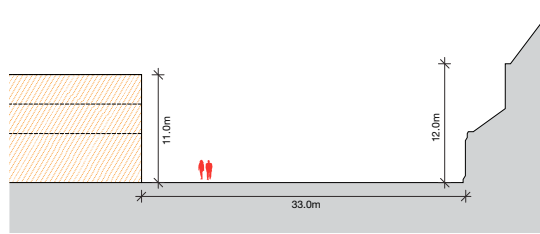
The churchyard is one of the few green public places in the town centre, and is used by people as if it was a municipal park; informal ball games, running, jumping and other boisterous activity frequently occurs. This is often at odds with the passive enjoyment of the Minster grounds which other users often seek, leading to conflict and perceptions that the churchyard is unfriendly, and subject to anti-social behaviour.



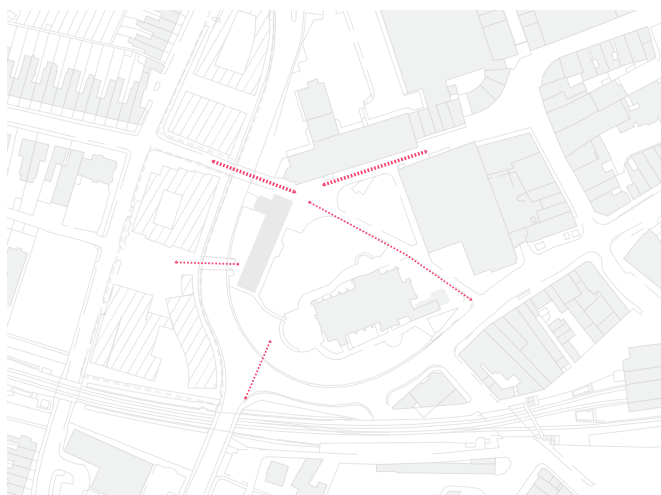
Development Parameters



Section A:A

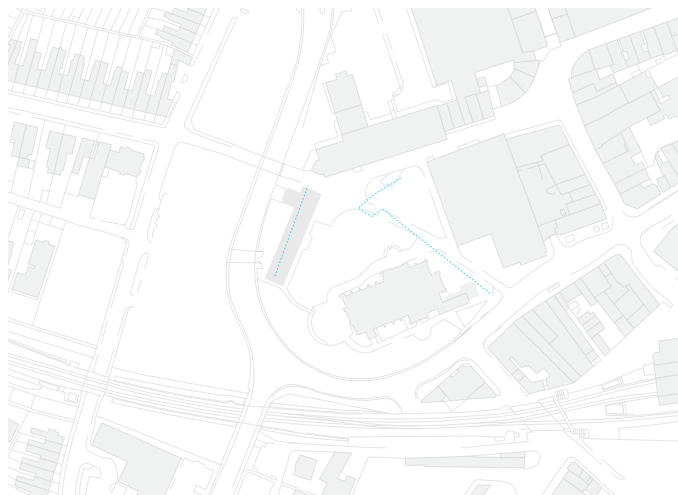


Section B:B



Key Connections

Existing Buildings
Key Connection



Historic Building Lines

Existing Buildings
Medieval Building Line

A Heritage Setting

As part of the study we have undertaken a PPS 5 Heritage and Conservation Assessment of the Minster and its surrounding area. Although the level of detail of this work is not of that to be taken to planning application the proposals made as part of this report do include development within the sensitive setting close to Grimsby Minster a grade 1 listed building.

The key conclusions from the study were as follows:

- **Key views** - the key views identified on the plan opposite should be respected to ensure that the views of Grimsby Minster are not lost.
- **Connections** - there are 4 key connections to the site which provide good access into the area for pedestrian use.
- **Enclosure and Massing** - St James Square has a good enclosure due to the appropriate size and location of the surrounding buildings. The current level of enclosure should be retained where possible in any redevelopment of the area, to ensure that they can continue to be appreciated by Grimsby town.

After meticulous analysis of the key features for the area it has illustrated that there are certain areas that development should not encroach onto, to ensure that the setting of the Minster and St James Square is not jeopardised in any way.

The plan on the opposite page indicates the maximum area that development can take place on (orange hatch) without affecting the key views and connections in the site. This presents a relatively large area for potential development which can be explored through the generation of different options.

A second area (brown hatch) has been identified as not being suitable for development at this stage but should be considered if proposals for the remodelling of the Wilkinsons block are taken forward in the future.

For further information please refer to *Appendix 4: Conservation Report*.



Rear of St James House

Undercroft and extruded window



Existing office in St James House



First floor Hall

St James House Condition

A condition survey for St James' House was undertaken in 2005 by Pearce Bottomley Architects to assess the outcome for St James' House in terms of refurbishment or demolition. The findings of that report are detailed below.

St James' House is a rectangular block of three storeys with a fourth smaller storey at roof level. The concrete framed building was constructed in the early 1970s, principally in rustic brick in a pleasant reddish brown, with six concrete arched openings on the ground floor finished in exposed aggregate.

The building is approximately 20m long by 10.4m wide and 10.9m high. The ground floor is largely open with no designated use, except ad-hoc parking and a pedestrian route across the building. The first floor, designed as a parish hall served by a

commercial kitchen, bar area and toilets, now includes three offices using part of the hall and the lobby space. The second floor is also used as office space. The much smaller third floor comprises a two bedroom flat and small exterior patio.

External Condition

The overall condition of the external building is relatively good with the brickwork in a decent condition in certain areas. However there are problems with some of the window bays and issues with overspill staining the facades. Some elements would require work if the building was to be returned back into active use.

Internal Condition

The overall condition of the internal finish is tired though the building contains a number of interesting features such as the timber screen and doors with the staircase and lobby. Circulation within the building is complex and confused with access to the upper floors via a separate stairwell.

Overall St James House is in a generally good condition and although not currently useable in its present state with some refurbishment it could be returned to active use.

A summary of the Refurbishment report is included with *Appendix 4: Conservation Report*.

Estimated refurbishment Costs

Proposed works	Estimated Costs 2006 (As set out in the Pearce Bottomley Refurbishment Report, 2005)	Estimated Costs 2010 (upper range)
Infilling to ground floor and refurbishment of existing building and small ground floor extension to the front elevation.	£1,515,000	£1,914,915

Property Market Assessment

AGDR has undertaken an assessment of the local property market sectors of retail, leisure, office and residential to help inform the likely demand and potential for space within either a refurbished St James House or redeveloped site. The key headlines from the assessment are provide below with further detail included in Appendix 1: Property Market Assessment.

Retail

- Strong retail catchment with limited competition from competing centre due to its geographical location.
- The prime retail area is located within the Freshney Place Shopping Centre and along Victoria Street with areas of specialist retail located within the Abbeygate Centre.
- Zone A rents are static at around £135 per sq.ft with rents outside the prime retail area significantly lower in the region of £25 per sq.ft.
- The demand and potential for major new retail floorspace is limited as evidenced by the shelving of the Henry Boot retail scheme on Garth Lane and the proposed extension of the Freshney Place Shopping Centre, although some demand does exist for smaller modern retail including a requirement for a Costa Coffee.

Leisure

- The existing commercial leisure offer is comprised of mainly independent pubs, bars and restaurants with few a higher quality restaurants.
- No commercial cinema is located within the town centre with a multiplex located in Cleethorpes.
- Hotel provision within the town centre is poor with only the 3-star St James Hotel operated by Corus located directly within St James Square.
- Cultural facilities such as theatres and performance space are very limited within the town centre.
- Pipeline development of new leisure uses includes the proposals for new cultural and leisure uses at Alexandra Dock and a number of proposals for new hotels outside the town centre.

- The potential exists to improve and enhance the existing leisure and cultural offer of the town centre through a pro-active policy to diversify the evening economy that encourages the development of quality new food and drink floorspace and possibly a new multi-purpose performance and arts venue and hotel as the centre piece of a new cultural and leisure offer.

Office

- The existing office market in the town centre is not particularly well developed and is concentrated in and around the Town Hall Square area and along Osborne Street/Bethlehem Street corridor. It is comprised largely of older small units located above shops or in converted buildings with typical rents in the region of £5 - £10 per sq.ft.

- Newer purpose built office space is located in a number of office parks located in out of town locations with typical rents in the region of £10 - £12 per sq.ft.
- Serviced office space also exists in and around the town centre with rents ranging from £5 to £8 per sq.ft for the older converted serviced office suites and from £15 to £19 per sq.ft for the purpose built fully serviced managed office suites such as those to let at the Europarc Innovation Centre and Alexandra Dock Business Centre.
- The demand and potential for quality new office space within the town centre is limited with the proposed 40,00 sq.ft office scheme at Cartergate being shelved due to lack of occupier demand.
- The potential for new office space within a refurbished or redeveloped St James House site is uncertain although market research with existing occupiers and

other interested parties does reveal some demand for quality new office space based on market rents in the region of £10 - £12 per sq.ft.

Residential

- The supply and character of the existing housing within the town centre is dominated by pre 1919 terraced housing and flats in and around the town centre with semi detached and detached properties located on the edge of the town centre and in outlying estates.
- The town centre living market is in its infancy within Grimsby with only a small number of recent and ongoing schemes offering a range of apartments and town houses for sale and shared ownership.
- Demand for new housing both within and outside the town centre has to a large extent been limited due to the weakness of the local economy with low average wages, above average

unemployment and limited employment opportunities.

- Existing and future development activity is focused on suburban housing schemes located outside the town centre with a number of developments on site or proposed for family housing with prices ranging from around £90k for a 2 bed apartment up to £300k for a 4/5 bed detached house with the typical prices for a 3 bed semi in the region of £150k.
- The potential for new housing within the town centre and specifically on the site of the St James House site is limited due to the weak demand for town centre living, as evidenced by the small number of existing and future schemes for new housing within the town centre, and the weak and decreasing values for town centre apartments making the development of new housing within the town centre likely to be unviable in the current market.



Consultation

On the evening of Thursday 8th July 2010 a Roundtable workshop was held Grimsby Minster with approximately 30 attendees. The purpose of the event was to bring together interested parties who are involved or have vested interests in the management and future development of St James Square and St James House in Grimsby.

The event took place between 5pm and 7.30pm and the evening was split into two sessions. The first roundtable discussion focused upon looking at how well the square is currently working, identifying the positive and negative things that happen in the square, peoples perception of the square and how the square could be viewed in the future.

This was followed by a second presentation on the Story of Grimsby, the development of the Church / Square area and some initial options for the Square.

In the second workshop session the discussion focused on the future role of St James Square, looking at the different uses and activities, followed by some initial options being developed for the square. The findings of each group were fed back at the end of the workshop.

The workshop produced some very interesting discussions about future development for the area. There was a clear consensus that something needs to be done to rejuvenate the square and make the most of this space.

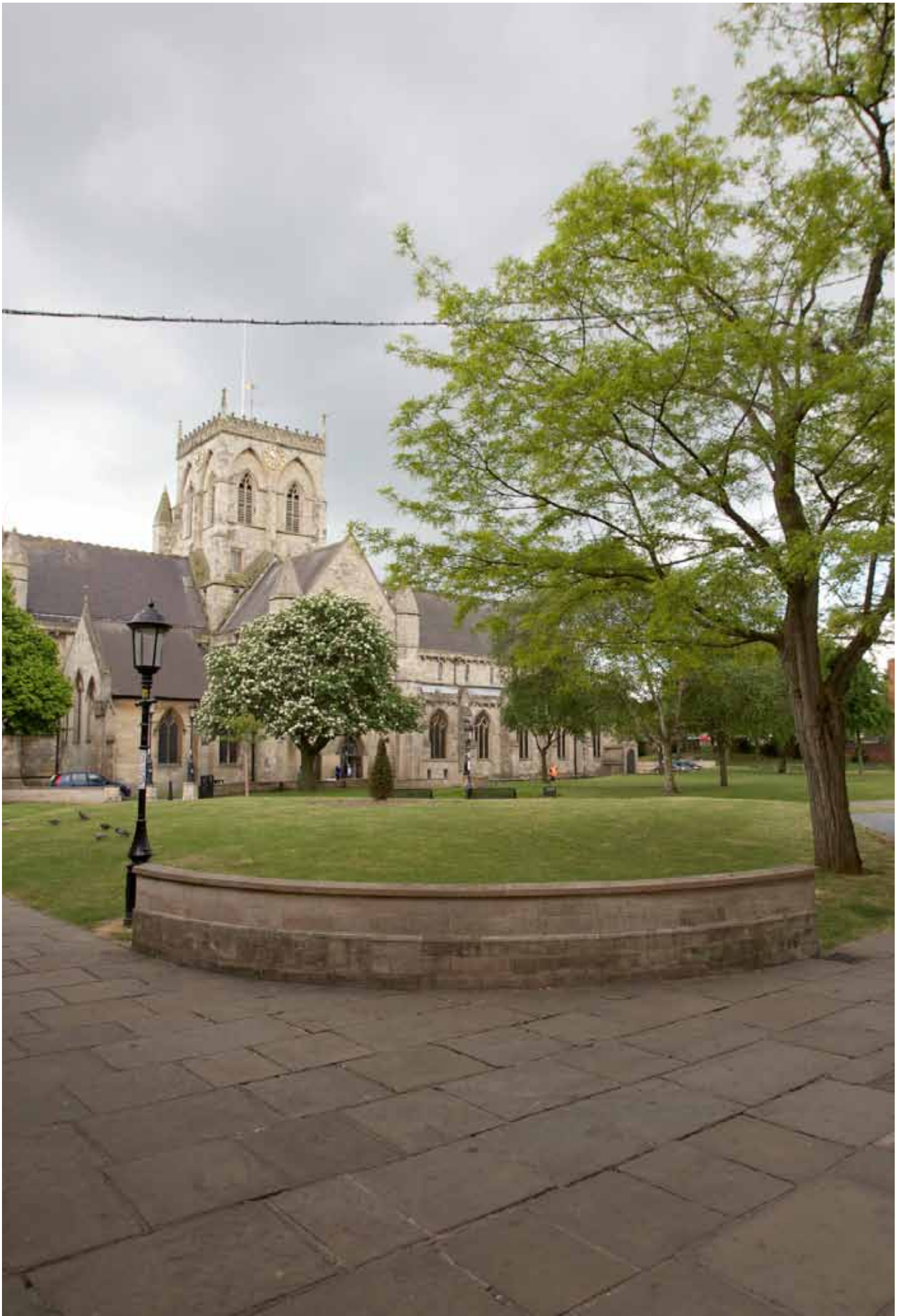
The square, not dissimilar to other public spaces suffers from antisocial behaviour particularly after dark. This is primarily due to the lack of surveillance in the area. The underused and unsightly St James House along with the blank wall of Wilkinsons running along the sides of the square also create an unwelcoming feel to the area.

Key to reviving the area will be creating a hub of activity in the space by providing facilities that will draw people to the Square and retain them. It was suggested that the cultural connection in the area should be enhanced and the Church

used as more of an asset, by creating a cultural hub with the addition of perhaps an Art Gallery, Museum or Art Cinema.

It was felt that the square would benefit from playing host to a variety of small events on both an ecclesiastical and entertainment level.

There were mixed feelings about St James House and whether it should be demolished or not. However there was a clear consensus that the building could be a useful part of the square if redeveloped properly. The addition of active ground floor uses would bring life to the area and create facilities to attract people to the area. The development of a cafe or restaurant on this site would help to tie the square and the house together and allow alfresco dining in the lovely surroundings during summer months.



Conclusion

Based on our initial research, around the Churchyard, the heritage setting, the market review and the roundtable workshop we have identified a set of key aims for the project. These aims will then be used to assess the options generated in the next section.

Future development in and around Grimsby Minster should:

- Enhance the setting of Grimsby Minster, reinforcing its heritage value as a listed building
- Build upon the existing cultural presence of Grimsby Minster within Grimsby to expand and diversify the cultural offer within the town
- Introduce active ground floor uses to animate the square and develop an alternative evening economy to the current offer within Grimsby, while retaining and enhancing the tranquil nature of St James Square.
- Provide a limited number of residential units into the square to be used in part by the Minster and provide active surveillance onto the Square
- Provide opportunities within the square to host a variety of small events on both an ecclesiastical and entertainment level.
- Enhance the green and well-treed character of the Minster grounds.
- Re-integrate and enhance the distant formal entrance of the Minster back into St James Square
- Integrate and connect the proposed Cartergate development into the Town Centre



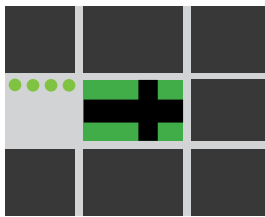
An aerial photograph of St James Square, showing a large green lawn, several trees, and surrounding brick buildings. A green rectangular overlay is positioned in the upper left quadrant, containing the title and subtitle in white text.

Part 2

Visioning

In which we develop a series of options for St James Square

Church and Town Square



Selby

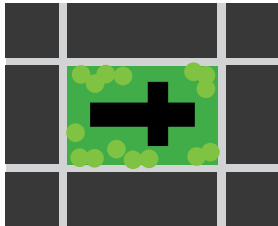


Stamford



Stamford

Church in a Town Grid

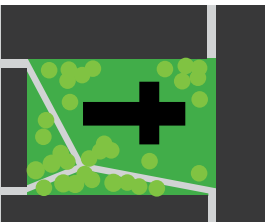


Whitehaven



Accrington

Church inside a Town



York

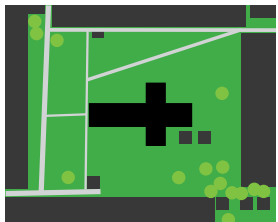


Crowland



York

Church set in a Close



Lincoln



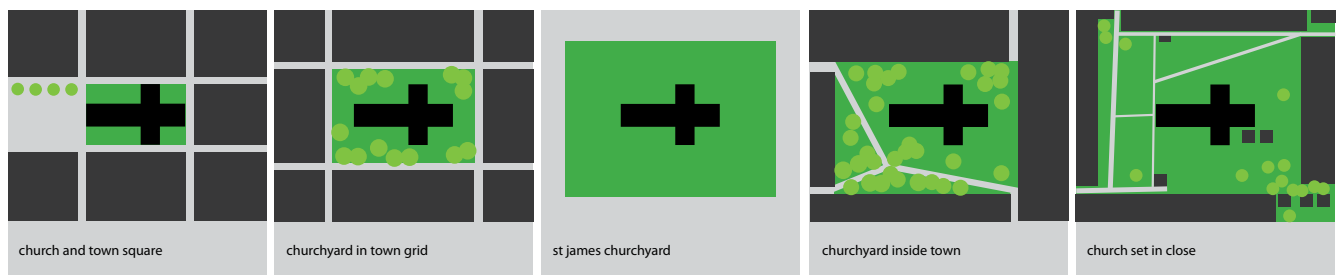
Lincoln



Lincoln

Churchyard Typologies

In this section we outline different typologies of churchyards and churches, and their relationship with the surrounding townscape. This exercise helped the design team and steering group make informed decisions about the character of the churchyard in relation to the Minster.



Church and Town Square

Direct connection between church and adjacent square; the church dominates the public space; the church door opens into the public space. Examples include Selby and Stamford

Church In a Town Grid

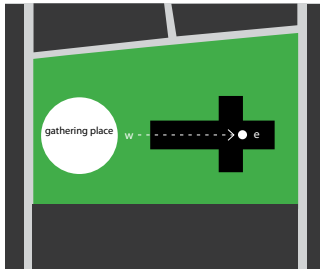
Interface between Town and Church through churchyard; the surrounding street frontages face onto and overlook the churchyard. The churchyard is often planned as a formal garden in the townscape. Examples include Whitehaven and Accrington.

Church inside Town

Partial interface with surrounding town; church yard located to the rear of some buildings, while other buildings face onto and overlook it. Walking routes and streets pass through the churchyard. Churchyard evolves as a tranquil garden separate from the busy town. Examples include Grimsby, Crowland and York

Church set in a Close

Usually associated with Cathedrals and Minsters, where the church authorities sought to establish a separate “closed” domain around the church. Usually accessed via gates, the typical Close is frequently lined with buildings used by the clergy which face onto the green surrounding the Minster or Cathedral. This lends a domestic, tranquil character to a typical Close.



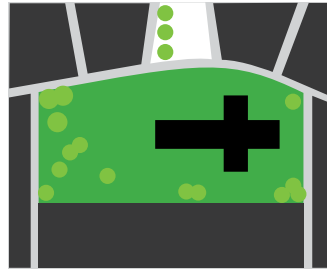
Processional Route



York



Liverpool



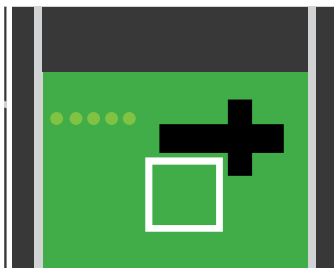
Courtyard



Lincoln



Kalundborg



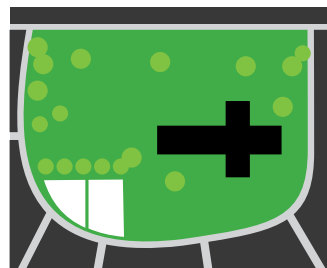
Enclosed Garden (Cloister)



Salisbury



Coventry



Perimeter Garden



Lincoln

Minster Close Elements

In this section we outline the key elements of a typical Minster Close

Processional Route

The conventional cross-shaped plan of a church is set out with the altar at the eastern end of the nave. Day-to-day entrances to the church will usually be found at the ends of the nave and transepts; the formal arrival point for major events and processions is usually at the western end of the church, where a grand door faces out onto a gathering place. At Grimsby Minster, the western entrance provides a route for processions, but the gathering space is detached from the town centre, and lacks spatial definition

Courtyard

The transition from town to minster grounds often occurs through a courtyard, a paved surface defined by walls; this transition space enhances the sense of progression from the busy town to the tranquil churchyard. At Grimsby, the enlarged paved area on Chantry Lane to the north of the churchyard provides the potential for a courtyard-type transitional space.

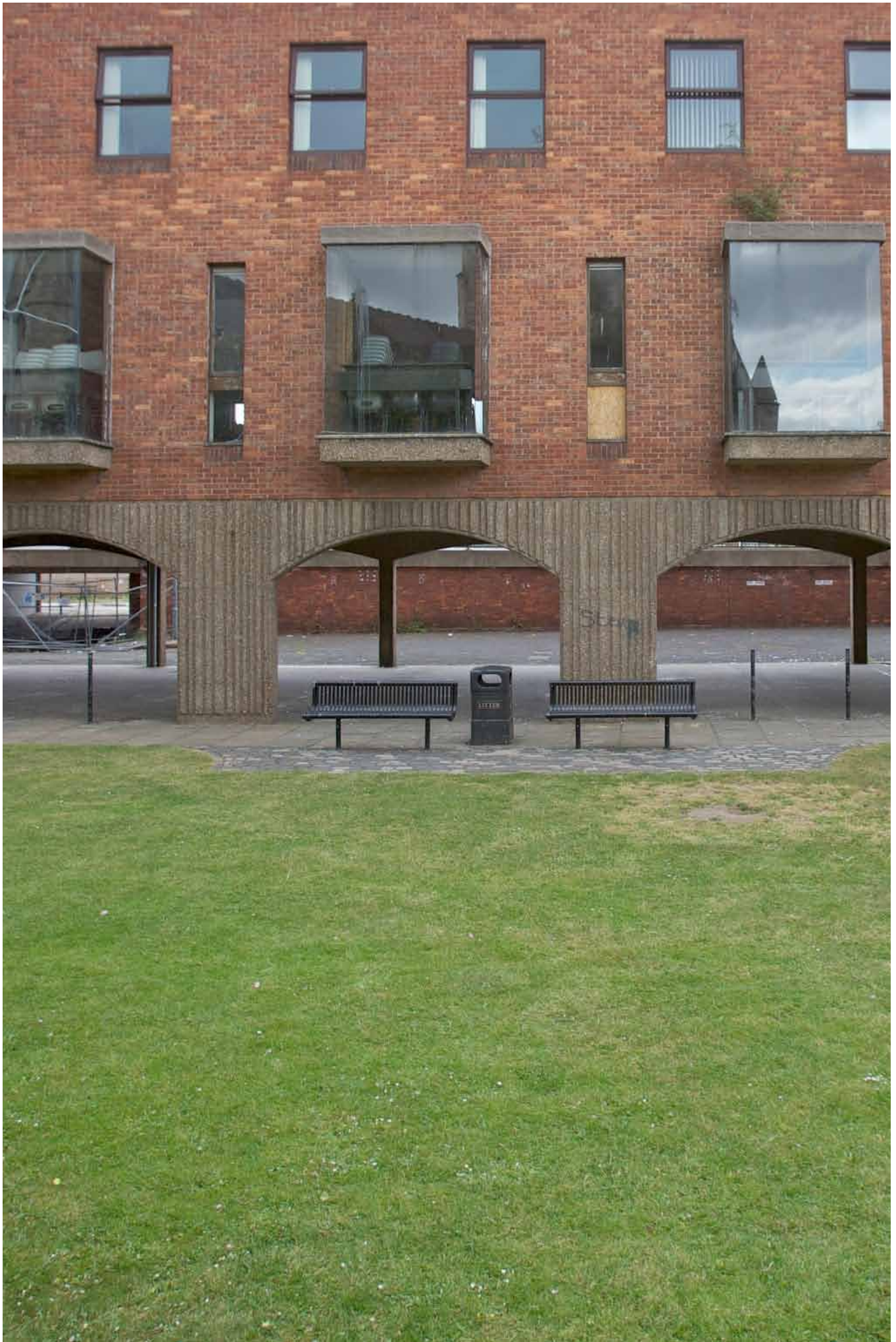
Enclosed Garden

Historically, the Hortus Conclusus or Cloister Garden was an important place for contemplation for the clergy; the rectilinear

garden, surrounded by walls and defined by its perimeter path, often contained a richly scented herb garden. Modern cloister gardens, such as the example shown at Coventry, explore the use of clipped trees and raked gravel surfaces to evoke contemplative space.

Perimeter Gardens

The houses which line a typical cathedral close provide a domestic frontage which frequently articulated by gardens defined by railings or a low wall. Typically garden planting lends a well-kept, colourful and highly textured fringe to the Close. Example from Lincoln Cathedral Close.



Developing Options

Based on our findings from the first section of this report and the typology studies carried out by Landscape Projects on Churchyards and Minster elements we have generated 4 options to be taken out to consultation.

We have developed 4 options for the redevelopment of St James Square and Minster. The first 2 options explore the potential of retaining and refurbishing St James House. Option 3 & Option 4 explore the removal and replacement of St James House. We also explore a variety of different landscape designs and high-way alterations to Frederick Ward Way within the 4 options.

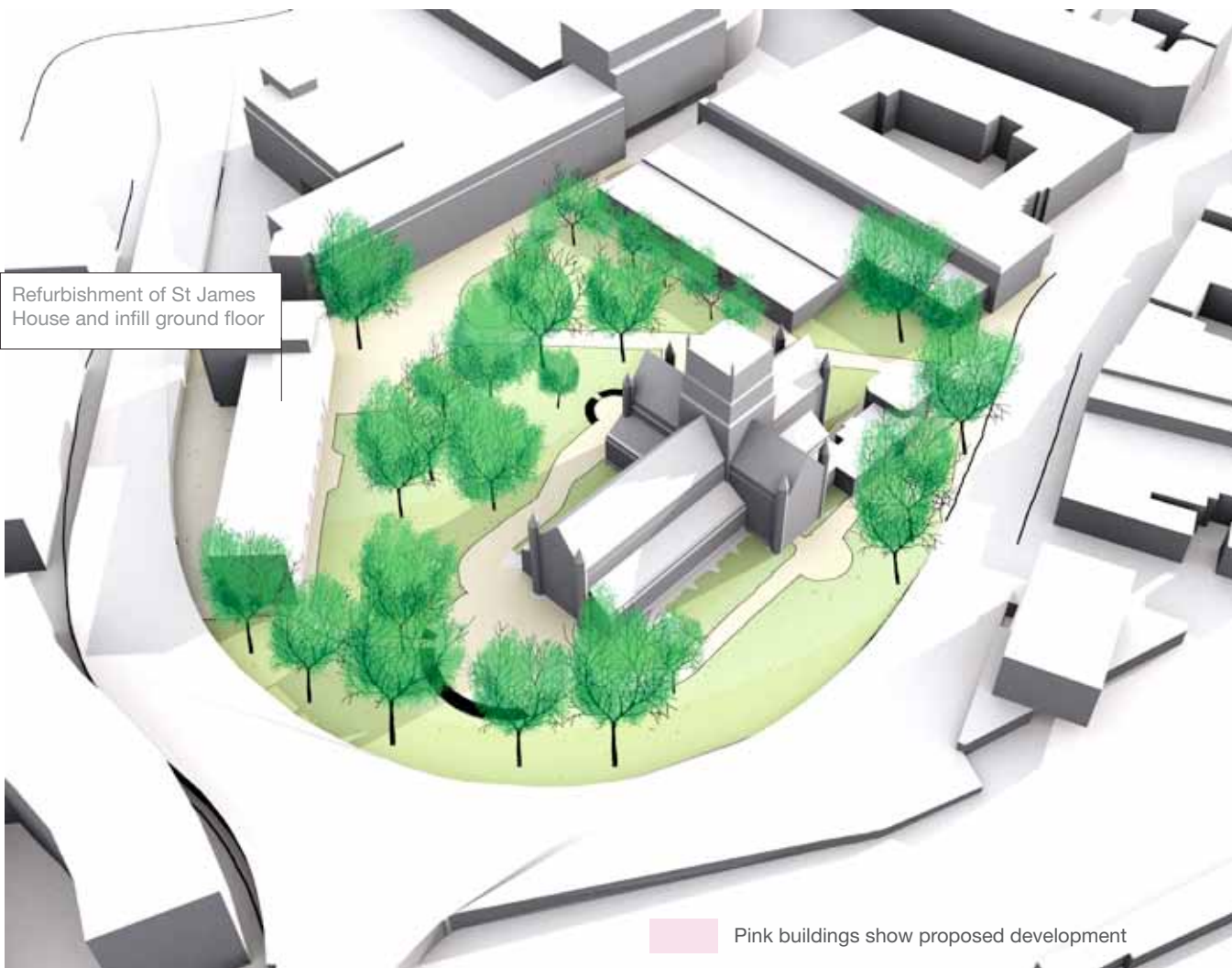
Options Appraisal

Each option has been appraised against a set of criteria to assess the options contribution toward the regeneration of the area, its viability and the support within the community. The criteria used were:

- Regeneration:
 - Heritage
 - Cultural Offer
 - Activity / Animation / Evening Economy
 - Enhancement of the Square
 - Accessibility / Connectivity
- Economic Viability
- Deliverability
- Community Consultation

To see the detailed Option Appraisal please refer to Appendix 5: Options Appraisal Matrix.

Each criteria has been assigned a colour signifying if the option has a **high level (green)**, **medium (yellow)** or **low (brown)** fit for each criteria. The option appraisal information is included with each option on the following pages.



Option Appraisal

Heritage
Cultural Offer
Activity/Animation/Evening Economy
Enhancement of Square
Accessibility / Connectivity
Economic Viability
Deliverability
Community Consultation

Option 1:

Refurbishment of St James House

The first option proposes the least amount of development to the area. The option retains St James House and the current landscape proposals. The only addition to the area is the infill of the ground floor of St James House with active uses on the ground floor.

Overall this option will provide very little change to the area and meets very few of the Church's aspirations.

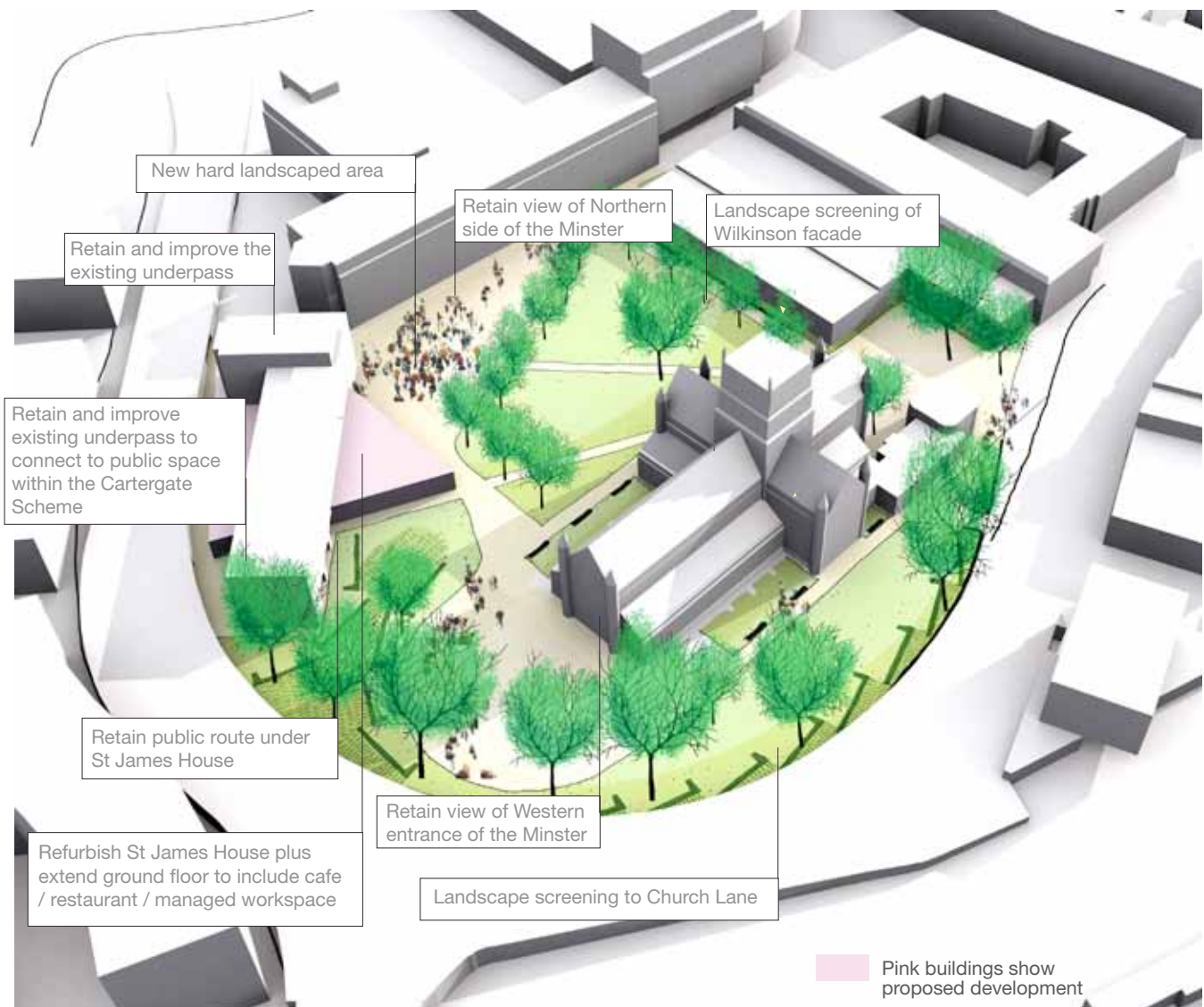
This option achieves an average score for deliverability. The risk profile of the project is much lower than for a new build. The fabric of the building remains and the developer has less funding to raise and less financial exposure during the project decreasing emphasis on the need for substantial occupiers. Securing a delivery partner should therefore be easier than for a higher cost scheme although the modest viability represents a threat to progress. Less risk of the project stalling than for new build options.

Pros

- New active ground floor onto St James Square.
- Retention of St James House.
- Limited disruption to the area while the improvements are put in place.
- Retention of St James House for managed office use

Cons

- Limited change to the area may fail to increase the activity of the site and increase the number of people that use the area.
- The option does not generate enough value to make any landscape improvements to the square.
- The Wilkinson wall will remain blank.
- Retention of underpasses under Frederick Ward Way.
- Limited demand/returns for office space reduce viability



Option Appraisal

Heritage
Cultural Offer
Activity/Animation/Evening Economy
Enhancement of Square
Accessibility / Connectivity
Economic Viability
Deliverability
Community Consultation

Option 2:

Extension St James House

This option also retains and refurbishes St James House. A new extended ground floor has been added to the existing building to increase the amount of ground floor space and also frame the square to the North of the Minster. A new hard landscaped square has been created adjacent to the St James Hotel.

The new extended ground floor and landscape improvements to the square provide limited benefits to the square whilst retaining the existing building.

This option scores highly for deliverability as the risk profile of the project is much lower than for new build. The fabric of the building remains and the developer has less funding to raise and less financial exposure during the project decreasing emphasis on the need for substantial occupiers. Securing a delivery partner should therefore be easier than for a higher cost scheme. There is also less risk of the project stalling than for new build options.

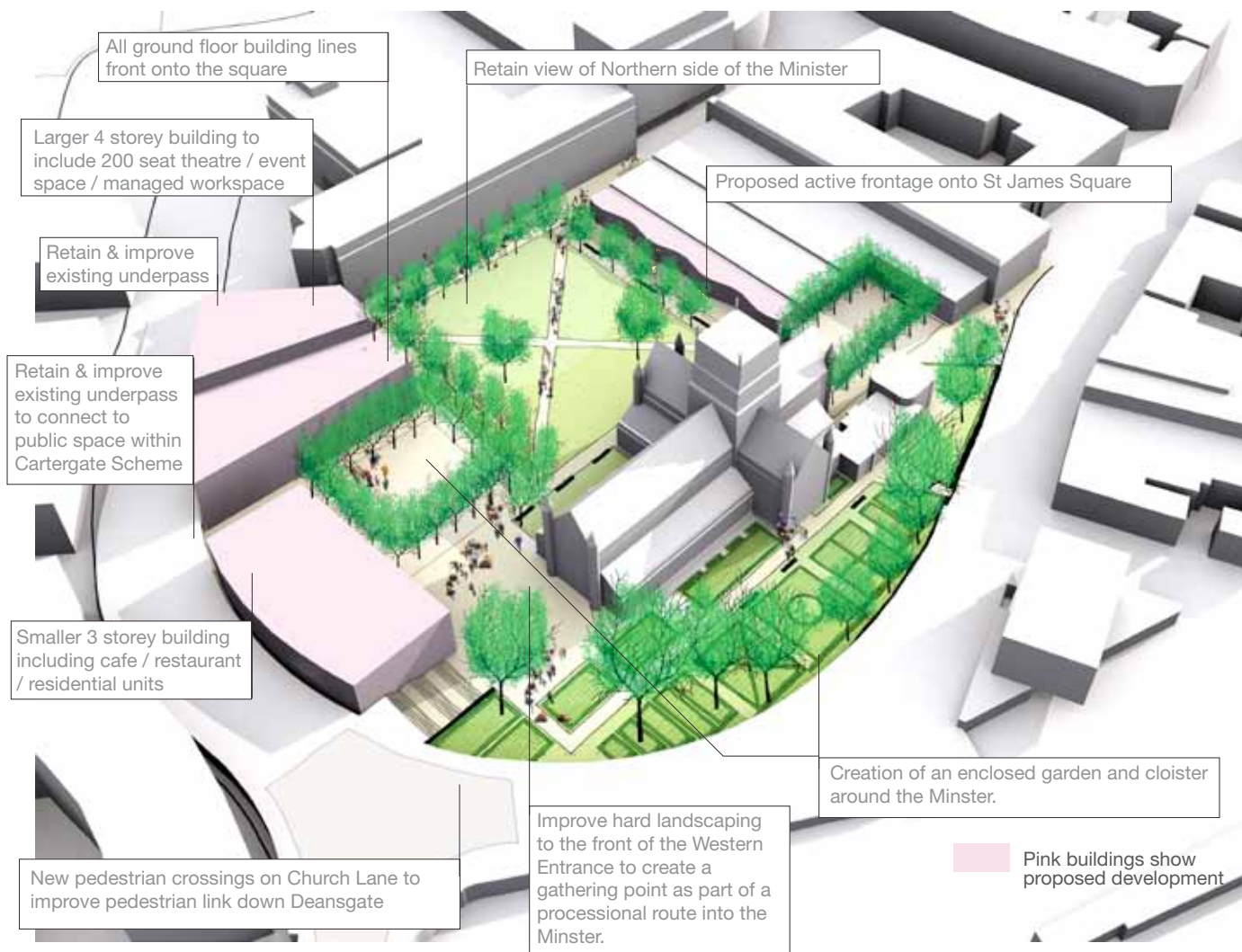
Pros

- Refurbishment of St James House to provide managed workspace; and
- New active ground floor with cafe to provide activity onto the square.
- New ground floor frames squares to the West and North of the Minster.
- Improvements to the existing underpasses to create better access into the site.
- New hard landscaping to replace the area lost following the demolition of the Bull Ring.
- Screening of the Churchyard along Church Lane to the South of the Minster.

office space reduce viability.

Cons

- Limited change to the area may fail to increase the activity of the site and increase the number of people that use the area.
- The option only generates a small value meaning any landscape improvements to the square will be reduced.
- The Wilkinson wall will remain blank.
- Retention of underpasses under Frederick Ward Way.
- Limited demand/returns for



Option Appraisal

Heritage
Cultural Offer
Activity/Animation/Evening Economy
Enhancement of Square
Accessibility / Connectivity
Economic Viability
Deliverability
Community Consultation

Option 3: Minster Square

This option is based around a series of squares relating to the geometry of the Minster. The squares are framed by 2 new buildings containing a new theatre, managed workspace and a cafe/restaurant. This option also adds a strip of development on the Wilkinsons frontage to provide additional retail space and animate the existing blank facade.

Pros

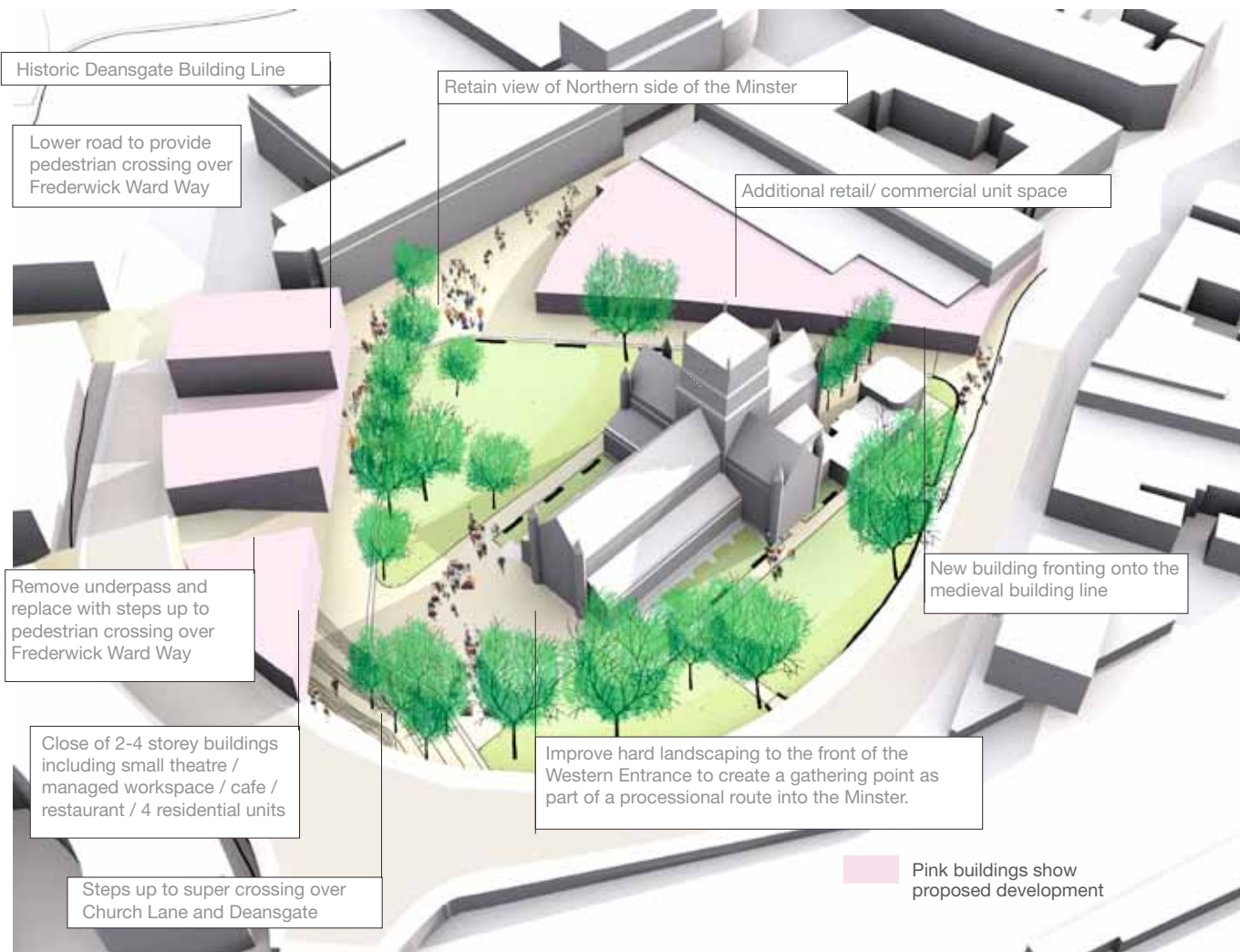
This option scored well when assessed against the regeneration criteria due to the additional facilities provided to the area including the theatre and the landscape improvements. Retail value will need to be maximised to subsidise the non-commercial aspects of the scheme.

Though the high cost character of this solution represents a risk to potential developer partners as it depends heavily on securing large space and strong covenant occupiers. If a developer partner cannot be secured unconditionally the project could stall.

- New development around the open space to create a distinctive square to the site.
- All ground floor buildings front onto the square to ensure active frontage on the square.
- A theatre will provide a cultural asset to Grimsby and build on the cultural assets of the square.
- New pedestrian crossing over Church Lane to improve access to the site and to enhance the link with Deansgate.
- Improved pedestrian link to underpasses and the proposed square in the Cartergate Scheme.
- Landscaping improvements to create a number of different squares around the Minster.
- Improve hard landscaping to the front of the Western Entrance to create a gathering point as part of a processional route into the Minster.
- Creation of an enclosed garden and cloister around the Minster.
- Development will generate enough value to make landscape improvements to the square.
- A small number of residential units will provide surveillance over the square at night.
- New buildings will be more energy efficient.

Cons

- Loss of St James House.
- The western façade of Grimsby Minster is partially obscured from Frederwick Ward Way.
- Retention of underpasses under Frederick Ward Way.
- Limited demand/returns for office & residential space reduce viability.



Option Appraisal

Heritage
Cultural Offer
Activity/Animation/Evening Economy
Enhancement of Square
Accessibility / Connectivity
Economic Viability
Deliverability
Community Consultation

Option 4: Minster Close

The final option would provide the most significant change to St James Square and the setting of the Minster. St James House has been removed and replaced with a new building which follows the historic Deansgate building line. A second development has also been added to the Wilkinsons frontage which follows the historic medieval building line. This option also looks to remodel Frederick Ward Way to provide level crossing points over the road.

Pros

As with Option 3 the new facilities such as the theatre and the landscape improvements mean that this option scored highly against the regeneration criteria.

The remodelling of the square in this option provides a significant visual change to the area.

The extra retail space onto the Wilkinsons frontage assists with the economic viability of the scheme.

The high cost character of this solution represents a risk to potential developer partners as it depends very heavily on securing large space and strong covenant occupiers. If a developer partner cannot be secured unconditionally the project could stall.

- This option reinstates the historic medieval building lines of the site.
- Small theatre will provide a key cultural venue in the centre of Grimsby.
- New ground floor retail units will provide activity onto the square such as a café and restaurant.
- Improved access to the site by lowering the road to provide pedestrian crossing over Frederick Ward Way and removing the underpass and replace with steps up to a pedestrian crossing on Frederick Ward Way.
- Improve pedestrian access up to and across Church Lane onto Deansgate.
- Improve hard landscaping to the front of the Western entrance to create a gathering point as part of a processional route into the Minster.
- Development will generate enough value to make landscape improvements to the square.
- Retained views of the Western entrance of the Minster.
- New buildings will be more energy efficient.
- A small number of residential units will provide surveillance over the square at night.

Cons

- The increased building area will reduce the amount of open space available for public use.
- This option involves the most change and would therefore take longer to deliver.
- Replacing the underpass with steps may pose some problems with DDA access.
- The re-alignment of Frederick Ward Way will be expensive
- Loss of St James House.



Option 1: Refurbishment of St James House

Building Improvements

52.7% In support **45.5%** Not in support

Landscape Improvements

49.1% In support **47.2%** Not in support



Option 2: Extension to St James House

Building Improvements

52.7% In support **45.5%** Not in support

Landscape Improvements

49.1% In support **47.2%** Not in support



Option 3: Minster Square

Building Improvements

64.4% In support **32.2%** Not in support

Road Improvements

68% In support **22%** Not in support

Landscape Improvements

68.4% In support **24.6%** Not in support



Option 4: Minster Close

Building Improvements

52.7% In support **45.5%** Not in support

Road Improvements

61.8% In support **36.4%** Not in support

Landscape Improvements

49.1% In support **47.2%** Not in support

Consultation: Community

The public consultation was held on the 7th August in St James' Square in URBED's Consultation Bubble, displaying the 4 masterplan options that have been developed for the regeneration of St. James House and St. James Square. The consultation event was a very successful day. The day saw over 100 people come and view the plans and over 50 people filled in questionnaires on the day to let us know their views, with a further 18 filling questionnaires in online.

Although there were some very mixed opinions across the 4 options there can be some clear conclusions drawn out which will help to steer the option development of the masterplan and generate a preferred option.

- The redevelopment of the area is looked upon favourably.
- The removal of St. James House is supported.
- High quality landscaping creating a series of open spaces was preferred.
- A retention of as much of the open space as possible.
- Improvements to the pedestrian infrastructure.
- The creation of new uses for the area, in particular open air events and theatre space.

For further information please see *Appendix 3: Public Consultation Report*



Over 100 people came and view the plans and over 50 people filled in questionnaires on the day. A further 18 filling questionnaires in on line.

Consultation: Stakeholder

Alongside the roundtable workshop we have carried out a number of individual meetings with key stakeholders regarding the development of St James Square. Included below are details of potential occupants for the redeveloped scheme.

Grimsby Institute

The Grimsby Institute of Further and Higher Education is a general further education college offering full and part-time Further Education, a growing higher education provision, training for business, education in the community and commercial activities at its main Nuns Corner campus in Grimsby.

The Institute are interested in exploring the opportunity to relocate their performing arts department to a purpose built facility in St James Square.

Bargate Training & Consultancy

Bargate Training & Consultancy Ltd are a private sector training company with training centres in Grimsby and Sheffield.

The company has recently merged with Charnwood Training the UK's leading specialist provider of work-based training and development for the hospitality, catering and licensed trades.

The company currently operates from the 1st floor of St James House, Grimsby and is keen to maintain its current and possibly an expanded operation on site either within the existing building or as part of any redevelopment.

The company have identified an opportunity to establish a new 'Training Academy' focused on

hospitality and catering training in Grimsby which would include upto 10,000 sq.ft of office/training space, training kitchen and a cafe/restaurant. Such a facility could be accommodated either within a refurbished St James House or new build option with the offices/training suites on the upper two floors and the cafe and training kitchen on the ground floor.

The project in principle has the ability to secure funding from the 'Skills Funding Agency' and other sources including ERDF but may be viable without funding based on its ability to pay market rents for space in the region of £10 - £12 per sq.ft for any refurbished or new build floorspace.



Existing offices with St James House

Immagine Studios

Immagine Studios is a state of the art production centre and home of Channel 7 TV based in Immingham.

The studios are owned and managed as an independent trading arm of East Coast Media (School of Media) at the Grimsby Institute.

The studios have an aspiration to relocate to a more central location within Grimsby in premises with lower overheads.

They are currently looking at a number of locations including Alexandra Dock, Grimsby.

NELCU

The North East Lincolnshire Credit Union operates from the ground floor of St James House with approx 600 sq.ft of offices, meeting room and kitchen.

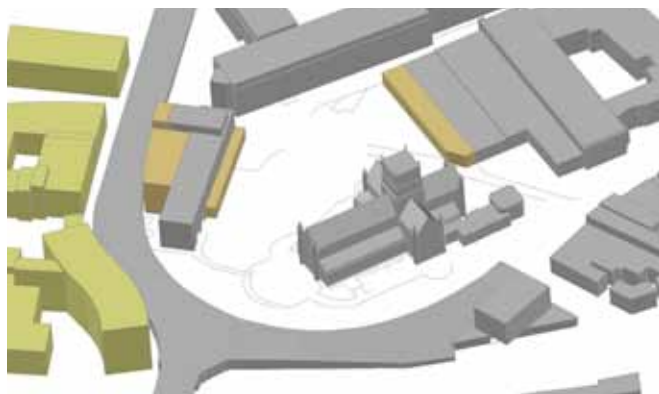
The company would like to retain its offices either within a refurbished St James House or new building if redeveloped and would not require any more space than it currently occupies and if had use of a shared meeting room/kitchen could reduce its floorspace requirements to circa 250 sq.ft.

In terms of rent the company is currently paying a pepper corn rent in the region of £5 per sq.ft and as such would require a subsidised rent going forward as part of a refurbished building or new build option.

e-Factor

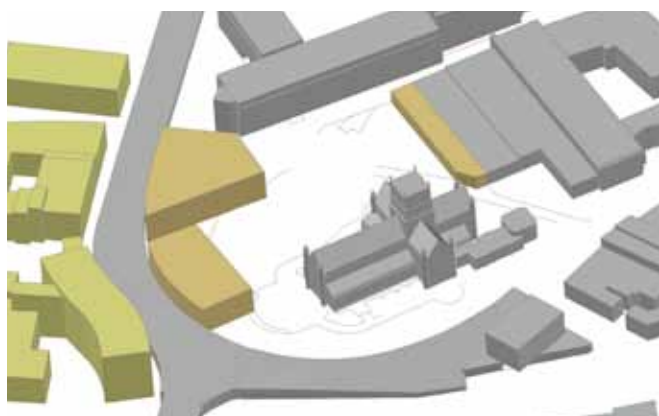
e-Factor is a government funded initiative funded through North East Lincolnshire Council that aims to inspire and encourage enterprise across Grimsby, Immingham and Cleethorpes. Unfortunately the project does not fit with E-Factor's current funding deadlines they wish to be kept informed about the project and could potentially take on the managed workspace in the future.

Option 2a: Full refurbishment including ground floor, extension and new commercial block



- Total Net floorspace approx 25,000 sq.ft across two blocks
- Approx 9,000 sq.ft net ground floor leisure/specialist retail
- Approx 6,500 sq.ft net office space
- Approx 7,000 sq.ft net leisure/performance space
- Estimated total development costs £2.7m - £3.5m
- Public realm costs in the region of £1.3m
- Office rents of around £10 per sq.ft
- Leisure/retail rents of around £15-20 per sq.ft
- Surplus/deficit in the region of -£200k to +£550k

Option 3a: Redevelopment



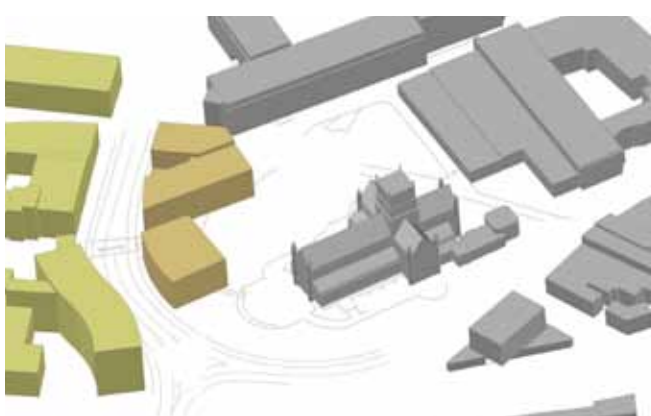
- Total net floorspace approx 33,000 sq.ft across three blocks
- Approx 14,000 sq.ft net office space
- Approx 10,000 sq.ft net arts block – performance space, café etc
- Approx 9,000 sq.ft net ground floor leisure/specialist retail
- Estimated total development costs £5.0m - £6m
- Public realm costs in the region of £1.3m
- Office rents of around £12 per sq.ft
- Leisure/retail rents of around £15-25 per sq.ft
- Surplus in the region of -£450k to +£300k

Option 2b: Full refurbishment including ground floor and extension (without the Wilkinson block)



- Total net floorspace approx 22,000 sq.ft
- Approx 6,000 sq.ft net ground floor leisure/specialist retail
- Approx 6,500 sq.ft net office space
- Approx 7,000 sq.ft net leisure/performance space
- Estimated total development costs £2.4m - £3.0m
- Public realm costs in the region of £100K
- Office rents of around £10 per sq.ft
- Leisure/retail rents of around £15-20 per sq.ft
- Surplus/deficit in the region of £600k to +£1.2m

Option 3b: Redevelopment (without Wilkinsons Block)



- Total net floorspace approx 24,000 sq.ft across two blocks
- Approx 12,000 sq.ft net office space
- Approx 10,000 sq.ft net arts block – performance space, café etc
- Approx 2,500 sq.ft net ground floor leisure/specialist retail
- Estimated total development costs £3.9m - £4.5m
- Public realm costs in the region of £100k
- Office rents of around £12 per sq.ft
- Leisure/retail rents of around £15-25 per sq.ft
- Deficit in the region of -£35k to -£550k

Viability Testing

Following the options appraisal we carried out further viability testing on 2 emerging options for the redevelopment of the square. The options are explained below.

Option 2 a/b

Due to the risks identified with the options appraisal regarding deliverability of removing St James House we tested an alternative remodelled option for St James House which did not impede as far into the existing square. It was noted that the retention of St James House was deeply unpopular during the community consultation.

In option 2a we tested a scheme containing a remodelled St James House, a strip of development onto the Wilkinsons frontage and a sum of £1.3m for public realm costs. This generated a Surplus/deficit in the region of -£200k to +£550k.

We contrasted this against an option containing the remodelled St James House and a nominal cost of £100k for public realm costs. This generated a surplus/deficit in the region of £600k to +£1.2m.

Option 3 a/b

The public and stakeholder consultation identified a strong concern with development on to the Wilkinsons frontage. It was felt that any development along the facade may have the effect of 'tying in' the unpopular Wilkinsons development which may be removed in the future.

Option 3a includes the development on the Wilkinsons frontage as well as £1.5m for Public Realm improvements. This produces a surplus in the region of -£450k to +£300k.

In Option 3b we have removed the development onto the Wilkinsons frontage and also included a nominal cost of £100k for public realm improvements. This produces a deficit in the region of -£35k to -£550k

These options along with the options appraisal matrix were presented to the steering group meeting in order to identify a preferred option to move forward with. The preferred option along with a deliver plan is described in the next section.



CABE Review

On 15th September 2010 the options and emerging preferred option were taken to a Regional Design Review for Yorkshire and Humber. A summary of the comments are below;

The panel thanks the scheme representatives for coming to review and for an in-depth discussion about the site and possible options. The Minster represents a core green space at the heart of Grimsby. The panel understand the key aim for this complex project is to attract more visitors to the Minster through redeveloping the public realm, St James House and neighbouring retail frontage. There is a difficult balance to maintain between tranquillity, acknowledging a major pedestrian thoroughfare, and using both as a means to increase the Minster's revenue. To this end, the panel suggests encouraging the hotel to make more of the square it turns its back on.

Currently the panel is leaning towards supporting a refurbishment option, as from an environmental perspective, on the day, the panel were not convinced all possible options to reuse St James House had been explored. However, in reality, this may not reflect the work carried out behind the scenes.

In summary, the comments from the panel were:

- **If pursuing a new build option for St James' House, avoid responding directly to the road:** ideally in the long term this 'concrete necklace' should be addressed. It will be more difficult if the road is firmly locked into its current configuration by

any future developments, although a movement corridor of more benign configuration is not ruled out.

- **Continue exploring non-commercial options:** a large amount of work has been carried out to bring cultural or educational uses to the square which is encouraging.
- **Be mindful of, and engage with, the wider landscape:** the long term vision of the site needs to see the scheme within the wider context of the masterplan, despite this going beyond the current brief.



Part 3

Preferred Option

In which we describe the preferred option
and a delivery route





Aerial View looking West



Aerial View looking North

Preferred Option

A description of the preferred option, in which we define the design rational for redeveloping St James House and Square.

Design Objectives:	Particular objectives to be addressed by the proposed design:	Conceptual Response to the Brief
<p>The design addresses the following design objectives for development:</p> <ul style="list-style-type: none">• Build upon the existing cultural presence of St James Minster within Grimsby to expand and diversify the cultural offer within the town• Introduce active ground floor uses to animate the square and develop an alternative evening economy to the current offer within Grimsby.• Integrate and connect the proposed Cartergate development into the Town Centre• Enhance the setting of St James Minster, reinforcing its heritage value as a listed building	<ul style="list-style-type: none">• Build on the cultural asset of the Minster by providing a 200 - 250 seat theatre within the centre of Grimsby• Development to be 3 - 4 storey to shield St James Square and Minster from the traffic along Frederick Ward Way.• Retain views of Western and Northern Elevation.• Provide cafe/restaurant linked to the theatre to provide active frontage onto St James Square.• Provide managed workspace for local businesses.• Retain / improve / introduce new pedestrian connections across Frederick Ward Way• Provide cycle route through St James Square• Frame and enclose series of distinctive gardens within the square	<p>Due to the strong response from the public consultation and the aspirations of the Church the preferred option proposes the removal of the existing St James House.</p> <p>In its place a pair of buildings will be constructed which frame and enclose a series of distinct garden. The buildings will house a variety of uses including a purpose built theatre, building on the existing cultural presence of the Minster and St James Square.</p> <p>The design will also re integrate the Minster and Square back into the West of Grimsby through improving and introducing pedestrian crossing along Frederick Ward Way.</p>



Aerial View looking East



View towards the Western Elevation of the Minster

Use

The Arts block located closest to the Minster has been designed as a 2 storey building with a cafe/bar on the ground floor and a 200 - 250 seat theatre above. While Grimsby has a number of large venues around the edge of the town such as the Auditorium and Whitgift Cinema, demand for a centrally located facility suitable for staging theatre performances has been identified. The Arts block has been modeled on the 7 Arts theatre in Leeds in which the bar is used to cross subsidise the theatre.

The mixed use block located closest to St James Hotel contains retail / leisure space on the ground floor which would be suitable for a restaurant.

Through the development of this project it was suggested that the restaurant could be ran as a training facility by either the Grimsby Institute or Bargate training. The upper 3 floors will provide space for managed workspace which could either be let to a single occupant or divided into smaller units.

It has been assumed that parking for the scheme will be provided off site, potentially as part of the Cartergate Scheme.

By combining a mix of uses onto the site the scheme will provide activity and animate St James Square throughout the day and into the evening. The managed workspace, cafe/ restaurant, St James Minster and the improved St James Square will provide activity during the day. Evening activity will be provided by the Minster, the theatre and the restaurant.

Built form

The mixed use block has been designed as a 4 storey building to relate to St James hotel. The additional storey height of the office (4m) and leisure (5m) mean that the block will be a similar height as the hotel.

The height of the theatre space means that the Arts



7 Arts, Leeds



Caernarfon Arts Centre



Scottish Story Telling Centre

Gross Internal Development Area

Mixed Use Block		
Ground	Retail/Leisure	4,090sqft
First	Office	4,090sqft
Second	Office	4,090sqft
Third	Office	4,090sqft
Total		16,361sqft
Arts Block		
Ground	Retail/Leisure	5,807sqft
First	Theatre	5,807sqft
Total		11,614sqft

block will read as a 3 storey building which relates to the Western elevation of the Minster (see image opposite).

Both buildings have been designed to enclose a set of distinct gardens and also the routes through the square to the West of the Town



- Service Access
- Refuge Access
- Fire Service Access
- Cycle Route



The Collection, Lincoln www.panterhudspith.com



The Quad, Derby

A cultural hub for Grimsby

St James Square provides an opportunity to develop a cultural hub within the town centre that will be of benefit to the whole of Grimsby. The hub will build on the existing cultural offer of the Minster. A new theatre, cafe and restaurant will provide an alternative evening economy to the existing drink based economy. Located to at the Western end of the town centre it will provide a clear terminus to the town centre.

Connections

Frederick Ward Way acts as a concrete necklace around the Western end of the town centre. Due to the high costs of lowering the road we have assumed that Frederick Ward Way will be retained in its current form for the immediate future.

The new blocks within the preferred option have as a result been designed to engage with the existing elevated Frederick Ward Way but not preclude changes to the level of the road in the future.

Both underpasses under Frederick Ward Way have been retained for pedestrian access.

A new set of steps and ramp at the western end of the Square will provide access up on to Frederick Ward Way to a new pedestrian crossing connecting to Deansgate. To enable access to the pedestrian crossing a temporary pavement within the site of St James Square will be constructed at the same level as the existing Frederick Ward Way. The pavement will be constructed off the new buildings on the site. If in the future the road is lowered then the pavement can be altered to suit. The buildings will also have been designed to accommodate the change to the level of the road.

A cycle route will run across the site to provide a safe connection from the town centre under Fredwick Ward Way to the West of the Town.

In addition to the temporary pavement the existing road alignment will be altered to accommodate a pedestrian footpath within the width of the existing carriageway. Further work is required to explore this further.

Servicing Strategy

The plan opposite illustrates the service strategy for the scheme. We have assumed that the arts block and the office block will be serviced by the access route in front of the Minster. The route will be designed to take a 7.5t vehicle. Refuge access will be through the underpass to the cartergate scheme. Fire access will be from Fredwick Ward Way.



Proposed Landscape Layout

1. retain existing *Ulmus Sapporo Gold* specimen
2. retain and manage mixed cherry / sorbus in churchyard
3. Hornbeam (*carpinus betulus*) pleached on framework :
2.4m clearstem, approx 4.5 m ht
4. Lime : *Tilia platyphyllos* (Broadleaved lime) est 20-25m ht
5. existing lime est 15m ht
6. existing Ash est 20m ht
7. proposed ornamental trees : eg
 - Holm Oak (*Quercus ilex*)
 - Acer rubrum (Red Maple)
8. green wall : climbing plants eg *Hedera/solanum/rosa*

Processional Route



Courtyard



Enclosed Garden (Cloister)



Perimeter Garden



Tranquil Garden

St James Churchyard

Public Realm and Landscape

A description of the proposals for the churchyard, which redefine the Minster precinct, and make a series of distinctive gardens which support the life of the Minster, and integrate with surrounding buildings. An indicative public realm specification and cost plan is provided in Appendix 9.

Design Objectives	Particular objectives to be addressed by the proposed design	Conceptual Response to the Brief
<p>The following design objectives for the churchyard were established through the consultation process:</p> <ul style="list-style-type: none"> to make St James Churchyard into a distinctive place which enhances the heritage setting of the Minster to retain and enhance its tranquil character as a counterpart to the bustling Riverhead Square envisaged at the eastern end of the Town Centre to enhance the green, well-treed churchyard, through the introduction of new plantings, and management of existing stock to draw the Minster into the cultural life of Grimsby by providing places for hosting open-air events. to promote positive social behaviour within the churchyard and surrounding streets 	<ul style="list-style-type: none"> open views to the dramatic west end of the Minster reduce the impact of traffic movements on enjoyment of the churchyard. re-integrate and enhance the distant western formal entrance to the Minster into St James Churchyard reduce vehicle movements through the churchyard enhance the stark and austere “Wilkinsons Wall” by clothing in greenery, and improve the seating. 	<p>The churchyard at Grimsby Minster will become a collection of distinctive landscaped gardens, each providing a special character and supporting function for the Minster and the Town, and held within a unified framework which integrates with surrounding streets and buildings. The primary space is the new St James Square, a green quadrangle to the north of the Minster, which will form a shared place where cultural activities of the church and the town will take place. Secondary spaces at east and west ends of the Minster will define the entrances to the churchyard and the formal entrance to the Minster. The existing lawns to the south of the Minster will be enhanced to create a rich sensory garden.</p>



View across square from Fishermans monument



View through cloister to wards underpass

Redefined Churchyard

The churchyard will be laid out anew, using a carefully proportioned rectilinear geometry of tree-lines and lawns, with contrasting diagonal walks, which will complement the scale and geometry of the Minster.

Within the churchyard, the grounds will be redefined as a series of inter linked gardens, each with its own character, and each supporting a particular function related both to the Minster, and adjacent boundaries and buildings.

Boundary

The perimeter of the churchyard is to be made more pronounced, so that it is made clear that visitors are entering into a special place, where respectful behaviour is expected. The boundary on Chantry Lane along the northern edge of the Churchyard will be defined by a simple low wall and railing, with gates at each corner, corresponding with the main walking routes through the churchyard.

St James Square :

The largest space, St James Square, will provide a sheltered place for events, sitting in the sun on seats and on the lawn. The Minster lawns will be redefined as a rectangle of grass, criss-crossed by walks, and lined on three sides by rows of Lime trees. The eastern side will be widened to make a broader sitting terrace, with a green backdrop of planting to screen the wall. A double row of lime trees will form an overhead canopy. Existing trees will be retained and managed as they mature, to create a mix of foliage tones and textures within the frame of the surrounding Limes.

St James Gardens

The long walk to the south of the Minster will be extended and framed to either side by a series of richly planted flower and knot gardens, defined by a hedge of clipped evergreens. These will form a screen to reduce the impact of passing vehicles, while allowing glimpses into the Minster grounds from outside. The gardens will be a showcase for the excellent abilities of the Grimsby park maintenance and management staff, and will explore the possibilities of low maintenance herbaceous planting such as grasses, “prairie” planting and flowering perennials.

East Courtyard

The entrance to the Minster Chambers and the churchyard will be redefined through the creation of a hard paved courtyard, providing access to adjacent buildings, and a through route for pedestrians. The courtyard will be framed by a 4 - 5m high pleached Hornbeam hedge, trimmed to 2.4 height. The existing Elm will be retained to form a

canopy over the courtyard. Provision could be made for short term car parking for use by the Church, to ensure that vehicles can be excluded from the rest of the churchyard, except for special events.

West Entrance Square

The intention here is to open views to the fine west entrance of the Minster, and to create a clearly defined gathering space which links with the proposed buildings, and the gardens on the southern side of the Minster. A flight of steps, with the potential for theatrical staging, as well as access to Church Lane, will form the western edge of the square. To the north, a “cloister” of stone and gravel will form an outdoor space to support the activities of the adjacent restaurant and performance space. It will be framed by Hornbeam pleached hedges, so that at eyelevel, views through the churchyard will not be obscured.

By redefining the churchyard at St James, the grounds become more distinctive and legible;

they are clearly different from surrounding streets, and will be treated with respect by people who will appreciate their interesting and varied character. A bold architectural framework of trees and pleached hedges will create a unique setting for the fine Grade1 listed Minster.

Traditional materials such as stone, steel, timber and lawn, will be used to create a simple, robust and sustainable landscape of high quality.

Carefully designed seats, railings and lighting will complement the wonderful Fishermans Memorial, to make a special place which will become the venue for seasonal events at Christmas, Easter and for cultural events like outdoor concerts and special markets.

The proposals will ensure that the Minster Churchyard is transformed from a pleasant municipal into a unique contemporary landscape which will show off the Minster, which is the jewel in the crown of Grimsby town centre.



Part 4

A Way Forward

In which we describe the preferred option
and a delivery route



Development Appraisal Summary

We have provided our broad financial testing of the various development options earlier in the report. This has led us to a preferred option, agreed in consultation with the client. We have then produced a final analysis of this preferred option, set out in appendix 7: Summary Development Appraisal (Private and Confidential).

As with the other options this has been done at a level appropriate for the client brief and budget. It is based on outline scheme proposals and approximate building areas. All costs and values are therefore robust assessments based on assumptions the team has made as to specification of buildings, net to gross floor-space ratio's etc. We have made reasonable estimates from our experience of these kinds of developments and arrived at robust conclusions as to project viability. In our opinion this is a sensible level at which to draw conclusions at this stage of the work, where development options and decisions are still flexible. We have provided an indication of the likely outputs, costs,

values and gap-funding requirement to deliver the preferred option including the redevelopment of St James House and the improvements to St James Square.

The appraisals indicate that to deliver the redevelopment of St James House and the associated improvements to St James Square gap funding would be required in the region of **-£2.1m to -£2.9m**. This results from estimated total development costs in the region of **£6.0m to £6.8m**, against estimated total development values in the region of **£3.9m**.

The estimate of total development costs includes a notional sum of £500k as a capital receipt to the Church in lieu of the existing asset

value of the building together with an allowance of £200,000 for enabling works and demolition; £250,000 for an archaeological field evaluation and £772,870 for public realm and landscaping improvements to St James Square.

A breakdown of the estimated public realm costs is included in Appendix 8.

In evaluating these figures it is important to understand the impact of the different components of the scheme against the bottom line. For example the high value retail and leisure uses on the site deliver a strong surplus against the estimated costs whilst office space is marginal, probably

creating a small deficit. Arts/cultural uses tend to have fairly high construction costs set against relatively low values and therefore create a deficit. The arts/cultural component is the least viable element as might be expected. Offices of good quality and in a mixed environment are hard to make viable without a substantial pre-let or pre-sale. This negative is compounded further by high public realm costs and demolition costs resulting in a substantial negative viability for the scheme. We must advise that although these sums result from detailed consideration of the scheme, if anything these deficits probably represent a fairly positive view of the numbers. We are of the view there is more downside than upside i.e. more chance of

the numbers moving to a greater deficit as many of the cost elements are hard to control if the scheme is to be of good quality. Much will depend on very careful management of the project.

This suggests a clear need for gap funding assuming the scheme is not amended to improve the financial position.

To help reduce the funding deficit the scheme may require redefining to increase the amount of higher value retail/leisure uses and reduce the lower value office and arts/cultural uses until the scheme is financially viable. It may also be appropriate to consider a reduction in build/landscaping costs to reduce the funding deficit, although this will require

careful consideration so as not to impact on the overall quality of the scheme located within the setting of the Grade 1 Listed Grimsby Minster. A balance will need to be struck between securing a high quality scheme within what is financially viable with or without gap funding.

The outline appraisals presented as part of this work have proved a useful tool in terms of assessing the broad viability of the scheme and the need for gap funding. Further and more detailed feasibility work and market testing is now required to refine the scheme and development appraisals as the basis for informing detailed funding bids and a development procurement exercise to select an appropriate developer partner to deliver the scheme on the site. This will be the start of the careful nurturing of the scheme to control risks and protect scheme quality.

Funding and Finance

The successful delivery of the redevelopment of St James House and the improvements to James Square will require substantial investment from both the private and public sectors.

The successful delivery of the redevelopment of St James House and the improvements to James Square in the form of the preferred option will require substantial investment from both the private and public sectors. We believe the best route for procuring a new building will probably be to find a private developer partner to work on behalf of the client. This is because they will bring private capital and access to debt finance together with development management expertise. Because the selected option will require grant support this must also be made available and the private partner would use this to fund the shortfall between their own capital/finance contribution and the total project costs

(as gap funding). Although this procurement route 'gives away' a profit margin to the developer, in our experience this is good value as it is easy to lose a similar sum through lack of experience managing a complex development project. The developer also brings private risk capital, takes on board risks of cost over-run or income shortfall (through non-letting) and has access to bank borrowings (in a more normal market than the current one).

An alternative route would be to pursue the development as a church/public sector project. This would involve a great deal of human resource and expertise in-house and would involve all of the financial risk resting with the client. It would

also mean all funding was from the client involving raising over £3m before grant funding could be drawn down and costs repaid through sale of the completed building. We would not recommend this route.

Our recommendation is to identify public sector grant funding and then use this to present a viable proposition to potential developer partners. This would enable a developer partner to assist in detailed grant applications, strengthening bids for funding by demonstrating project certainty in terms of design, project delivery experience and match funding for the grant.

Public Sector Funding

European Regional

Development Fund (ERDF)

Public sector funding is being sought to support the delivery of the project from the European Regional Development Fund (ERDF) Yorkshire and The Humber Programme 2007-2013 under the Priority 3 Programme with an initial Expression of Interest approved to enable the submission of an outline business case for funding early in 2011.

Priority 3 Sustainable Communities

The scope for funding under the Priority 3 Programme include:

- Capital support to help develop sustainable communities through provision of facilities that promote social enterprise, develop local connections and access to employment, ICT and public services
- Promoting clean and sustainable public transport between targeted communities and economic opportunities
- Strengthening public transport and access related links between targeted communities and economic opportunities (South Yorkshire only)
- Capital support for facilities linked to tackling social and economic exclusion (e.g. childcare facilities) and overcoming barriers

to work for those furthest away from the labour market, particularly those in the poorest communities and specific communities of interest (South Yorkshire only)

- Support to foster a dynamic enterprise culture including access to finance
- Support for activities that increase economic activity e.g. fostering business networks, 'tender ready tool kit' initiative
- Encourage and facilitate community enterprise and other small scale business development including the provision of incubator or similar business space
- Support to strengthen social enterprises including access to finance
- Support for innovative solutions/new approaches to energy efficiency in low-income housing, where this is linked to job creation in the region.
- Support for development of positive approaches to a changing work environment, effective communication skills and ICT usage.
- Implementation of community ICT strategies.
- Development of commercial and public service delivery through ICT.

In order to ensure that programme delivery remains strategic and targeted, the minimum threshold for proposals under Priority 3 is those seeking £500,000 ERDF or more. ERDF will part fund activities, which must be co-funded by a public or private contribution towards the costs. ERDF will contribute up to 53% of the costs in South Yorkshire and 49.5% of the costs in the Rest of Yorkshire and The Humber.

If the funding bid is to progress to the next stage of the ERDF funding process it is important to ensure that the project objectives and parameters are aligned to those required under the ERDF Yorkshire and Humber Priority Programme. This would benefit from specialist external advice to support the Partners in the preparation of the Outline Business Plan for the project.

A copy of the ERDF Outline Business Plan Proforma is attached in Appendix 9: ERDF Outline Business Proforma.

North East Lincolnshire Council

In the current climate of reduced funding to local authorities the ability of North East Lincolnshire Council (NELC) to financially support the delivery of the project is limited, with likely support restricted to administration of funding bids and possibly front-end funding to assess further the feasibility of the project and to procure an appropriate developer partner.

Heritage Lottery Funding

The location of the site within the setting of Grimsby Minster a Grade 1 Listed building is an important factor in terms of the projects ability to secure funding via the Heritage Lottery Fund. This would be to support improvements to St James Square, which subject to pre-application enquiry may be eligible for funding through the Heritage Grants, Townscape Heritage Initiative and Parks for People programmes.

In general terms we would suggest from our experience of similar projects that, as grant regimes tend to alter a great deal overtime, most projects benefit from initial work detailing up the form of the project and its delivery method first. Once this is done suitable supporting grants can be identified and applications draw strength from the preparatory work, improving the chances of successful delivery.

Private Sector Funding

Once the level of public funding requirement has been established all other project financing will be procured by the private sector via the selected developer partner in the form of direct project finance (in-house and debt funding) to support the redevelopment of the site and associated improvements St James Square as required by the Partners and local planning authority.

In addition to direct private finance from a developer partner, our discussions indicate that possible additional client funding could be secured through the disposal of elements of the Diocese of Lincoln Grimsby and Cleethorpes Deanery land and property assets. However this is a complex process with a number of procedural and legal implications that will require the potential re-organisation of one or more pastoral schemes.

This form of funding should perhaps be considered as a back-up solution and therefore its is proposed at this stage to defer any decisions on this until a later date once the funding position on the redevelopment of St James House and the improvements to St James Square are known (following the selection of an appropriate development partner and development of detailed proposals for the area). It would however be well worth examining the *potential* for this at an earlier stage.

Delivery Structures & Partnering

It is important at the start of the development procurement process to establish appropriate delivery structures to drive and manage the delivery of the project.

It is important at the start of the development procurement process to establish appropriate delivery structures to drive and manage the delivery of the project.

The Partners comprising of the Church and NELC should ideally nominate a dedicated project officer with the right skills and experience to drive the delivery of the programme and facilitate the preparation of the further feasibility work, technical studies and the development brief. Where staffing resource is limited or extra experience is required, external advice should be used to provide project management support to help drive the procurement process. This external advice should really be 'self-funding' in the long-term by saving time, reducing costs and adding value. It can be financed through the project. It could potentially be re-imbursed

by a developer partner when selected or covered by the land receipt required. It would also be a normal project cost to form part of the deficit covered by grant as ERDF etc recognise the need for proper professional support for projects.

Once a preferred developer has been selected a project steering group could be established comprised of representatives from the Church, officers of NELC and other interested parties.

Roles of the Partners

In addition to the Partners' role in nominating a dedicated project officer and attending project steering groups and other meetings the Partners will have other roles to play to promote and deliver the redevelopment of the site as follows:

The Church

The Church as landowner and key delivery partner will need to commit staff and possibly financial resources to help deliver the project. Initially this is likely to involve key staff time to attend a series of project definition/clarification meetings to help identify a project that meets their requirements and aspirations for the site. Once the project feasibility and brief has been defined the Church will need to commit further time to help select an appropriate developer partner, which once selected will drive the delivery of the project with the Church attending regular project board meetings until delivered.

There will be no requirement for the Church to financially support the delivery of the project other than possibly to part fund the clarification/feasibility and developer selection process, the cost of which can be recovered from the developer partner once selected.

The likely financial risk to the Church in the delivery of the project, in terms of major costs, is minimal as once an appropriate developer partner has been selected, it will, we envisage and recommend, take on all the financial and delivery risk of the project including the long term letting of the building. It will be important to pass on risk, as the Church requires, both in the eventual deal agreed and the legal documentation reflecting that deal. This is perfectly normal and just requires a proper professional approach. This can be examined further in the first stages of planning procurement.

North East Lincolnshire Council

NELC and its strategic partner Balfour Beatty have a number of potential roles and responsibilities to help deliver the project.

Not least, depending on the exact boundary determined for the project, if it includes Council land it will need to be involved in all procurement issues and legal agreements. The other main significant role is as the 'Accountable' body in any grant funding applications to enable the forward funding of the project alongside the

selected developer partner prior to the draw down of grant. The specific roles and responsibilities of NELC as the Accountable body include:

- Ensuring the proper and effective use of public money
- The completion of grant claims
- Technical and advisory support to local organisations
- Putting in place appropriate contractual arrangements
- Providing cash flow support to the organisations concerned by funding them pending the receipt of grant income from the external funders.

In addition NELC and its partners will provide advice and support to help define the project during the clarification and feasibility stages of the project and also in the selection of an appropriate developer partner. Subject to the agreed governance arrangements staff time will also be required to attend project steering group and other meetings upto the selection of an appropriate developer partner and possibly beyond in its role as the 'accountable ' body in relation to any successful funding applications.

NELC will also have responsibility for evaluating any planning application for the site to include the need for an archaeological field evaluation and other site based assessments.

The principal risks to NELC relate to its potential role as the Accountable Body in any grant funding applications with NELC in effect agreeing to accept financial responsibility for the grant funded element of the project. Accordingly if a situation were to arise where grant was either withheld or subject to 'clawback' from the external funders, then there is clearly a likelihood that NELC would be unable to recover that money from the other partners, and would therefore be faced with the possibility of having to meet the loss out of its own resources.

Although there is clearly an element of financial risk to NELC in undertaking the Accountable Body role, NELC has a considerable amount of experience in performing this role and will ensure that appropriate safeguards are put in place in order to protect NELC interests.

Development Procurement Process

The development procurement process put in place must allow for a large degree of flexibility if it is to be successful. The regeneration process is notoriously complex and the redevelopment of the St James House site particularly so. Rigid plans usually fail as they are unable to adapt to changing circumstances and in development circumstances are always changing. The client should be prepared to act in an adaptable manner whilst always holding fast to the core objectives of the project.

The key to success is to establish a clear and well thought out view as to the aspects of the project that are fixed and non-negotiable and others that are desirable but not crucial to meeting the key objectives of the project. In this way the project can have absolutely solid foundations but retain sufficient flexibility to be footloose during the delivery stage.

Once this is determined the development procurement process can proceed confidently with the emphasis on handing the challenge to a developer partner to solve. This can be done without jeopardising key objectives if the terms have been made clear from the procurement stage.

What is required therefore is an 'objective-driven' procurement process which selects on the basis of skills/experience in areas that will make a real difference to the chances of successful delivery.

We should add that as a pre-requisite, this process will need a reasonable expectation of grant, or amended form/requirements to ensure the project can be viable for the partner.

The selection of a suitable developer will allow for a full commercial examination of the economic viability of the proposals based on detailed analysis of market conditions and detailed development appraisals based on 'real numbers' i.e. the developers' own opinions.

The selected developer will be aiming at our objectives as set out in the procurement process and legal partnership documentation (probably a development agreement) and will carry out the necessary cost/value engineering to push the project towards viability. The aim must be to take the project as far as it can possibly be taken without at this stage pre-judging where that will be in terms of either scope or exact form and quality, based on the design/feasibility work to date and the next stage of more detailed feasibility assessment for the preferred option.

This approach will form the core of the detailed Developer Procurement work.

Recommended Developer Procurement Process

The recommended developer procurement process is one based on the selection of a developer partner via a competitive process based on a two-stage competitive dialogue process with the objectives and parameters of the project established via a Development Brief. We would aim to keep this process as short as possible to save money and to present a more attractive proposition to the market which is concerned about abortive bid costs.

The Development Brief would set out the criteria for competitive bids for the site based on a two-stage process to include an initial expression of interest or scoping stage to help inform a shortlist of developers to prepare detailed development and financial proposals for the site. Bids would probably be invited based on design and price although more detailed advice should be sought at the appropriate time. The disposal should be carried out by development agreement with title to the land, if possible passing when quality of scheme is ascertained.

The Development Brief can work hard to guide the form of the finished scheme whilst getting the best creative contribution from bidders. This can be achieved by preparing a brief of real quality to set aspirations high. After the bidding process, the development agreement with the successful bidder must be drafted to control the developer partners and guarantee the scheme selected is the scheme ultimately delivered on site.

Public sector professional costs beyond the selection stage can often be recovered from the developer and costs before this (i.e. for the development brief etc) will be covered by eventual financial receipts resulting from a professional disposal process. Potentially therefore this process can be very positive and cost effective, although it does need the client to cash-flow the process for a period.

Content of Development Brief

Once the required concept for the project is fixed a clear and simple brief should be created to use as a marketing document and guide for potential partners to bid against. The brief should demonstrate clearly the broad expectations of the Partners and be ambitious to 'raise the game' in terms of quality of responses. Some of the key areas it should cover are:

- Vision and objectives
- Development and site and context
 - Ownerships
 - Planning
 - Highways
 - Archaeology Field Evaluation
 - Technical – ground conditions/services etc
- Design and development principles

- Selection process and requirements
 - **Stage 1 Expression of Interest** - PQQ and info leaflet and possibly developers day
 - **Stage 2 Issue of development brief** to inform outline development and financial proposals and clarification meetings etc
 - **Stage 3 Clarification of proposals** to include site visits of developers schemes, clarification meeting etc
 - **Stage 4 Evaluation of bids/interview** and selection of partner
- Legal and financial framework
- Evaluation and selection criteria
- Programme

How to market the development opportunity

The successful developer will be asked to resolve the various detailed issues of design, site assembly, phasing and delivery in addition to detailed financial appraisal work.

Marketing should be carried out at the developer level by advertising and direct contact with an appropriate list of potential developers. Marketing should take place only after the development brief is finalised and not before. There is always a temptation to react to early enquiries but if there is early interest there will always be more following marketing and the brief will create sufficient demand to enable competition, choice and subsequently a strong design and solid basis for disposal by development agreement.

Whilst the above document is being prepared a marketing plan should be devised and its implementation planned and prepared. The opportunity needs to be 'branded' for ease

of reference in the property market and to indicate the nature of the opportunity.

A suitable list of developers should be prepared with emphasis on approaching strong and suitable contenders direct to discuss the opportunity. This will be vital if good quality responses are to be secured. A catchall process of advertising in relevant press (Estates Gazette, Regeneration & Renewal, Planning) should also be planned, copy dates identified and adverts designed.

The brief can then be issued. No detailed responses to developers and most importantly, agents should be issued in other than the most basic terms until the brief is finalised otherwise the impact will be lost and the accurate terms and objectives poorly communicated to potential partners. Details of enquiries can be kept and the brief issued at the appropriate time.

Partner Selection

Identifying the best possible partner is hugely important and should remain the focus of the project rather than process (although of course this must be fair and proper). This may seem obvious but gets forgotten surprisingly often in procurement situations!

The development brief should make clear that a limited number of developers (probably 2 or 3 at most) will be short-listed to prepare more detailed designs and proposals as a final part of the selection process alongside interviews. A common mistake is to ask too wide a list to do substantial work in bidding which often simply deters good (and inevitably busy) developers who do not wish to risk abortive work on a high-risk bid. Once they know they have a reasonable chance of success they will prepare strong bids.

In terms of resources it would be quite usual for the brief to make clear that the client's reasonable professional fees would be paid by the developer as a development cost for the project on terms to be agreed. This should enable a proper professional approach to preparation of the brief and the competition.

Role of the Developer Partner

The developer partner, once the development agreement has been signed, will take full responsibility for the delivery of the project on the site to include the preparation of the detailed scheme design, negotiation of the necessary planning and other regulatory approvals, secure funding and finance of the project and manage and tender all construction and contracting activities required to deliver the scheme on site. The developer partner will also be responsible for the letting and management of the building either directly or through the appointment of a letting/management company.

Development Agreement

Following selection, the ‘preferred developer partner(s)’ will have a limited period to agree heads of terms for a development agreement. Most importantly these must deal with the final design of the scheme, financial issues and other responsibilities of the Partners. This will usually set out the role of the public sector in delivering land and the rights of the developer after exchange to enter the land and build the agreed scheme. Title to the land would if possible pass to the developer upon satisfactory completion of the scheme.

Lawyers should be appointed sufficiently in advance of partner selection to enable a draft development agreement to be issued as soon as heads of terms for the partnership agreement are finalised.

It is important at the moment that any development agreement is realistic about market conditions and only obliges the developer to proceed when it is commercially viable to do so.

Financial Implications

It is important to consider the financial implications of the developer procurement process from the start, as commitment will be required from the client to fund the front end of the process to prepare further feasibility and technical work to support the preparation of a development brief.

Although costs will be incurred in the short term, certainly after developer partner selection and exchange of partnership agreements, most reasonable client costs can become development costs covered by the developer and grant. This is an important aspect of project financing since focussing on up-front cost cutting can be counter-productive if available resources and skills/experience are insufficient, compared to achieving a high quality procurement process which can generate funds to work with. In addition the selected developer(s) can be expected to cover the costs of detailed design and financial feasibility work as part of the bidding process.



Cineroleum

A temporary cinema constructed within a derelict petrol station. The building has been constructed using donated and found objects.

<http://www.cineroleum.co.uk/>



Jellyfish Theatre

A temporary timber theatre constructed using scrap timber material collected from construction sites all over London

The 120-seat theatre has been built entirely from reclaimed and recycled building materials over a period of two months.

<http://www.folkekoebberling.de>



The Electric Hotel

A performance structure and bar created by Urban space management. The structure is available to hire.

<http://www.sadlerswells.com/show/Electric-Hotel>

Next Steps

It is important to build on the momentum created by the Market Review and Concept Design Work set out in this study to begin work on refining the project to inform the development procurement process.

It is important to build on the momentum created by the Market Review and Concept Design Work set out in this study to begin work on refining the project to inform the development procurement process. We envisage a number of next steps as follows:

- NELC and the Church to secure the necessary endorsement of the recommendations set out in the Market Review and Concept Design Review Report.
- NELC to nominate a lead officer to work with the Church to drive and manage the delivery of the project.
- NELC to prepare ERDF Outline Business Plan supported by external advice.
- NELC to prepare pre-application bids to explore the potential of Heritage Lottery Funding.
- NELC and the Church to commission further detailed feasibility work to develop the concept, demand and specification of the Arts/Cultural and Retail/Commercial blocks so project clarity and certainty increases.
- NELC and the Church to commission additional technical work to include an Architectural assessment of St James House and a trial Archaeological Survey, potentially as part of the more detailed feasibility.
- Following detailed feasibility work, NELC/Church to appoint consultants to prepare a Development Brief and provide development procurement support to select a development partner to deliver the project.
- Explore the potential to install a temporary performance space on the site to test the demand for a permanent venue on the site

