

**Meeting date:** 5<sup>th</sup> March 2019  
**Report to:** Economic Development & Managed Growth Scrutiny Board  
**Subject/report title:** Kingshurst Village Centre  
**Report from:** Assistant Director for Growth and Development  
**Report author/lead contact officer:** David Mackins, UK Central Project Manager  
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**Wards affected:**

All Wards |  Bickenhill |  Blythe |  Castle Bromwich |  Chelmsley Wood |  
 Dorridge/Hockley Heath |  Elmdon |  Kingshurst/Fordbridge |  Knowle |  
 Lyndon |  Meriden |  Olton |  Shirley East |  Shirley South |  
 Shirley West |  Silhill |  Smith's Wood |  St Alphege

**Public/private report:** Public

**Exempt by virtue of paragraph:** N/A

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**1. Purpose of Report**

1.1 As part of the work plan for 2018/2019 the Board requested a report on Kingshurst Village Centre Regeneration focussing on how the programme is building in the future opportunities for all parts of the community to benefit. Specifically the Board expressed a wish to understand how the Scheme:

- can contribute towards supporting healthier outcomes,
- has the potential to link up with and help strengthen the voluntary and community sector, and
- could present housing development opportunities, including potential for different types of housing tenure to help meet local needs.

**2. Decision(s) recommended**

2.1 The Scrutiny Board is asked to consider:

- a) the update on progress towards the regeneration of Kingshurst Village Centre,
- b) the findings and recommendations of the Kingshurst Health Needs Assessment,

- c) the identified opportunities to link up with and help strengthen the voluntary and community sector,
- d) the proposed approach to housing development opportunities, and
- e) to make recommendations as appropriate on the content of the Kingshurst Planning Brief.

### **3. What is the issue?**

#### **Background**

- 3.1 Proposals for a comprehensive redevelopment of Kingshurst Village Centre are being progressed. The Scheme, previously a North Solihull Partnership (NSP) project, is now led by the Council with development funding from the West Midlands Combined Authority (WMCA).
- 3.2 A different approach to the development of Kingshurst is required when compared to Chelmund's Cross and Smith's Wood which were led by NSP. This is because funding from WMCA is unlocked in stages following development of a Strategic Outline Case, an Outline Business Case and a Full Business Case. Approval of business cases at each stage takes approximately 4-5 months. Furthermore, unlike NSP projects, there is no existing delivery body in place.
- 3.3 Kingshurst formed part of the Council's UK Central Phase 1 Strategic Outline Case submitted to WMCA which unlocked up to £4.96M to undertake development work and to fund early property acquisitions necessary to deliver the Scheme. Work is currently underway to prepare an Outline Business Case (OBC) which is scheduled for submission to WMCA over the summer. The OBC will be based on a preferred option design which will also form the basis of a planning application planned for submission later in 2019.
- 3.4 One of the key challenges for the regeneration of Kingshurst is land assembly, which is likely to be complex, time consuming and costly. Scrutiny Board last considered Kingshurst on 13<sup>th</sup> September 2017 which focussed on the issues arising from complete demolition of The Parade in terms of the impact on businesses and residents. The principles outlined in the September 2017 report which outlined how residents and businesses would be engaged and how impacts could be mitigated by phasing development have been key to the development of the scheme
- 3.5 An indicative masterplan layout was consulted on in autumn 2017 based on a small development area focussing largely on the footprint of The Parade and its immediate surrounds. This consultation demonstrated significant support for a scheme with a high degree of change. However, the analysis of this option showed that a small development area led to a constrained site with a compromised layout which risked replicating existing design shortcomings with the proposed new buildings. In addition, such a small area of redevelopment did not offer much opportunity for a transformational change that would fully benefit the wider community.
- 3.6 In order to progress development of the Scheme, to establish a design approach that is appropriately transformational, and which matches the needs of the local

community, a Planning Brief has been drafted. Community consultation on this Planning Brief started on 18 February and runs until 18 March. The Planning Brief<sup>1</sup> includes an evidence base for the Scheme. This evidence base underpins both the rationale for the necessary property acquisition decisions and the production of a Business Case to secure funding. The evidence base will also support a site-wide Compulsory Purchase Order (CPO), should one be required, to acquire the necessary properties.

- 3.7 The rationale for extensive intervention in terms of the high level justification for demolition and redevelopment of the Village Centre is detailed in the Planning Brief. The Planning Brief includes consideration of socio-economic data and issues with the existing building design and condition. The need for regeneration of the Centre considers factors including:
- The poor existing layout and condition of the buildings
  - Existing retail offer
  - Existing residential offer
  - Existing primary community functions, including: health, library, youth services etc.
- 3.8 Two key conclusions from the Planning Brief are, that in order to deliver transformational change, firstly, the development area should be greater than just the footprint of The Parade and its immediate area; and secondly, that in order to deliver a sustainable commercial centre, the retail footprint should be reduced. The Planning Brief also analyses movement across the site and identifies road alignment options to create a functional high street in the Village Centre. Consultation on the planning brief is already live and the Scrutiny Board is asked to review the planning brief and make comment and recommendations as appropriate.
- 3.9 The regeneration of Kingshurst Village Centre is a once in a generation opportunity. However, the success of any such scheme is not just about buildings – it is about people, community and services. Success will be judged on the levels of community appreciation of the Scheme and its impact on the lives of residents. The imperative of delivering a village centre that better meets people’s needs is recognised in the Council Plan under the Council Plan priority ‘Managing demand and expectation for public services’ and its related Programme: ‘Creating the conditions for communities to thrive’. The following Activity/Project is stated under this Council Plan priority and programme as: *‘Co-design a new place and a new model of service delivery to improve community well-being and health in Kingshurst’*. A key feature of this specific work is stated in the Plan as: *‘To prevent & reduce need for complex services through prevention and targeted help. Working with the voluntary sector to enable community based support for those who need it’*:

### **Supporting Healthier Outcomes**

- 3.10 The Council has a ‘Kingshurst Project Board’, composed of a team of officers from

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<sup>1</sup> <http://www.solihull.gov.uk/Portals/0/Planning/Kingshurst-Planning-Brief-Consultation-Draft.pdf>

across a wide range of disciplines. This team acknowledges that improved health and wellbeing of the local community are important considerations for the Scheme that need to be considered throughout its development. In order to support the regeneration of Kingshurst, a Health Needs Assessment (HNA) has been undertaken by the Council's Public Health service. 'Need' in terms of public health may be defined as the ability for people to benefit from a service or intervention. A systematic assessment of a population's ability to benefit from interventions is known as a HNA. A HNA can be used to guide the allocation of resources to enable the needs of a population to be met in order to reduce health inequalities and health improvements.

- 3.11 A wider determinants model (shown below in Figure 1) has been used in the production of the HNA. The model recognises that wider socio-economic, cultural and environmental issues can have a substantial impact on health and need to be considered. It is likely that the redevelopment of the village centre could affect these wider determinants directly which in turn have an impact on subsequent health.

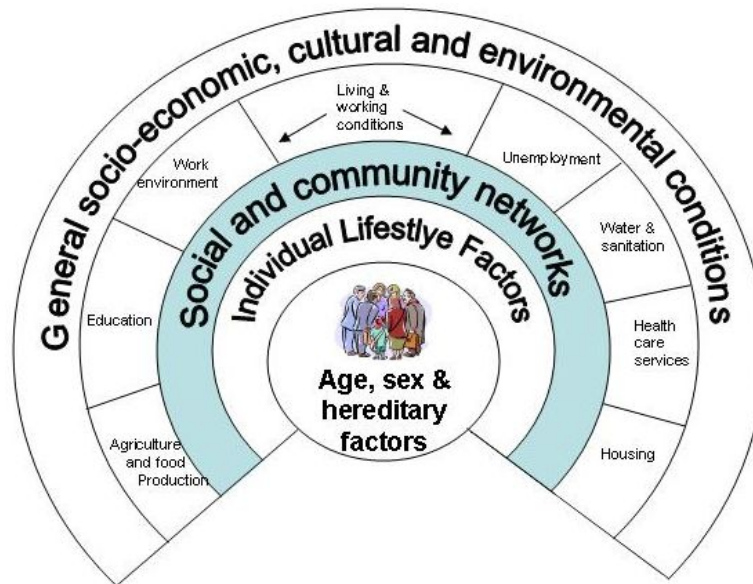


Figure 1: Wider Determinants of Health<sup>2</sup>

- 3.12 In its present state, the condition and function of Kingshurst Village Centre are poor and do not support a healthy local community. However, the HNA helps identify the opportunities that the regeneration of Kingshurst has in terms of decreasing the large health inequalities that the local population experience.
- 3.13 The HNA concludes that there are a high proportion of young children who are particularly deprived in the local area, and that a holistic, whole life approach is important in helping to reduce such deprivation. Many health needs are secondary to modifiable risk factors, including smoking, obesity, alcohol use, sedentary and unhealthy lifestyles. In Kingshurst factors such as loneliness, a lack of feeling safe, and general dissatisfaction with the local area, along with poor private housing conditions, low education and occupational attainment all contribute to poor mental

1. <sup>2</sup> A Social Model of Health, Dahlgren & Whitehead 1991

health and increased unhealthy lifestyle behaviours. Lack of engagement with some current primary care facilities contributes to poor preventative and early detection service uptake. Although there are community assets in the area, there is not enough awareness amongst local people of what they can offer. Despite these challenges, community relationships have been highlighted as a key strength of the current village centre.

3.14 The HNA goes on to make a number of recommendations for the regeneration of Kingshurst Village Centre in respect of the following Key Themes: Safety, Healthy Eating, Increasing Physical Activity, Smoking Cessation and Increasing Social Capital. A summary of recommendations is listed below:

- Increase awareness of community assets – currently there are numerous assets, though they are not well known enough about by the general community
- Involving key stakeholders – including residents, primary care and 3rd party providers - to discuss how to develop services in future
- Ensure that the design of the village centre helps facilitate social interaction and encourages community ‘dwell time’
- Ensure that the design of the redevelopment maximises safety and incorporates features such as ‘passive surveillance - feeling safe will increase community wellbeing and facilitate access to more local facilities
- Encourage healthy eating – access to fresh, healthy and affordable foods should be facilitated in the design and operation of the village centre.
- Increase physical activity – making the area more safe and engaging for active transport, alongside the development of local services encouraging physical activity
- Reduce smoking – incorporate education around this theme within community assets
- Increase social capital – improving social connectedness and encouraging local volunteering improves wellbeing and may be used as a gateway to services that encourage other healthier lifestyles
- Perform effective monitoring and evaluation. This work is an integral part of any intervention, and should be planned alongside any interventions that are developed.

3.15 The HNA is an important tool that will be used to guide development at Kingshurst and will be critical to achieving the Council Plan priority outlined in paragraph 3.9. It contains a number of cross cutting recommendations that affect various aspects of the Scheme. There are recommendations that inform the layout, design and specification of the built element of the Scheme. These recommendations are outlined in the Draft Planning Brief which will guide development on the site. They will also inform the client specification for detailed design of the scheme which is submitted to planning.

3.16 There are further recommendations within the HNA which will influence the design and delivery of services at Kingshurst. These recommendations will factor into the delivery of the Council Plan identified in paragraph 3.9. The Scrutiny Board is asked to consider and make any comments as appropriate on the findings and

recommendations of the HNA.

### **The potential to link up with and help strengthen the voluntary and community sector (VCS)**

- 3.17 Solihull has over 800 active community, voluntary and faith organisations and groups who all play a valued and important role in supporting and representing our communities. Through the 'Creating the conditions for our communities to thrive' programme, as stated in the Council Plan, the Council is committed to working alongside these organisations, groups and our residents to develop stronger communities.
- 3.18 The aim for taking forward Solihull's approach to developing stronger communities is to help deliver the Council Plan priority 'Managing demand and expectation for public services' as outlined in paragraph 3.9. The purpose is to enable:
- Children, young people and their families to thrive in their community, by providing community based solutions with a focus on prevention and early intervention and enabling people to look after their own health and wellbeing: *'Things to do, places to go and people to listen'*
  - Adults and older people to be supported within the community to improve their potential and reduce and/or delay their need for health and social care services.
- 3.19 To help communities to thrive it is accepted that there is a need to focus on the five foundations of social value: people, places, the social and voluntary sector (VCS); public sector and private sector. The development of Kingshurst Village Centre provides opportunities to support this social value activity by redesigning the place so that the needs of the local community are fundamental to its design and by implementing the Council Plan priority outlined in paragraph 3.9.
- 3.20 The importance of the VCS has been recognised in the formation of a dedicated 'Community Group' within the project governance for the Kingshurst project. The Community Group, which reports directly to the Project Board, will pull together key service areas and partners in order to deliver the priorities identified in the Council Plan.
- 3.21 As identified through the HNA, and informed by a number of community consultation events, both community assets and networking are an important wider determinant of health. Both have also been identified as a current strength of the area. Community assets include buildings, spaces, organisations and key individuals. It is acknowledged that these are not generally well known about by the general community. However, they do provide a platform from which there will be opportunities to understand and maximise the benefits of this development for both the people and the place.
- 3.22 The Council intends to build relationships with residents and the VCS in Kingshurst and work together to understand and resolve issues, deliver community based projects, services and actions to achieve the following:

- Give demonstrable outcomes that benefit the community and promote resilience and independence and address isolation
- Increase in volunteering and numbers of new confident and empowered community leaders
- Increase neighbourliness, trusted networks and relationships within the community
- Increase in the establishment of new community groups which will be encouraged to develop, become constituted and flourish

3.23 The approach that is being adopted is rooted in a strength-based community development approach where community assets, both places and people, deliver a wide range of sustainable health outcomes.

### **Housing Development Opportunities**

- 3.24 The main planning objective for Kingshurst Village Centre is to create a new vibrant and sustainable centre with shops, medical facilities and a layout that is more appealing and accessible by a range of transport methods. This objective will be the primary driver and will influence decisions on the types and tenures of housing.
- 3.25 The Council adopted the Solihull Local Plan in 2013. This Plan sets out a borough-wide affordable housing policy of 40%. This 40% contribution includes social rented of 65% and shared ownership of 35%. The social rented element is important as it helps meet housing need pressures from the housing register and homelessness.
- 3.26 In line with the Local Plan as set out above, the Council intends to provide 40% affordable housing in Kingshurst Village Centre. The Council is committed to providing a mixed tenure Village Centre development that meets the housing needs of the area and wider borough. This 40% will be taken forward as part of the planning application and, if required, will be incorporated in any compulsory purchase order process. After approval has been gained, it may be possible for the proportion of affordable housing to be increased, subject to grant funding making it viable.
- 3.27 To keep options open in a changing market the Council is keeping open the choice of delivery vehicle. In order for the Scheme to deliver the Village Centre benefits for Kingshurst, the open market units are likely to be an important source of revenue. To help share the risk, these units could be delivered by a private housebuilder or a registered housing provider. In the current uncertain economic situation, maintaining this flexibility will help ensure prompt delivery once planning and any compulsory purchase order process is completed.
- 3.28 The affordable dwellings could be provided by either a registered provider or the Council, through Solihull Community Housing (SCH). SCH already manages the existing Council dwellings above the parade of shops. The redevelopment will require a decanting process and will need the rehousing of all residents.
- 3.29 As considered by the Economic Development and Managed Growth Scrutiny Board in September 2018, the Council is developing a Strategic Housing Framework which is a key programme of activity under the Council Plan. One of the projects currently being developed is that of different delivery vehicles for housing development that will better support the objectives of the Council. The Local Government Association's 'Housing

Advisors Programme' is currently providing expert advice free to the Council in respect of delivery by 'Joint Ventures', delivering housing through the Council's Housing Revenue Account and accessing institutional investment. This investigative work is due to complete in spring 2019.

3.30 As the Board discussed and recognised in September 2018, it is important when developing new housing that it meets a range of needs, including those of disabled residents. Adaptable and accessible homes are important to help disabled and older persons maintain secure accommodation and remain economically and socially active. The Council's Building Design Group will be working up detailed plans for the housing at the village centre and will design to the government supported 'lifetime homes' standard.

#### **4. What options have been considered and what is the evidence telling us about them?**

4.1 The regeneration of Kingshurst Village Centre is a complex project that will take a number of years to deliver. In order to deliver the project there are a number of options open to the Council in terms of design, delivery strategy, investment, partnership working and service delivery. The scheme requires the production of a formal Treasury compliant Business Case using the government 'green book' model which is the mechanism for making these key decisions. It is anticipated that an Outline Business Case will be taken to Cabinet and WMCA this summer with a full Business Case following in 2019.

4.2 Throughout the development process a number of design approaches have been considered. Initially a range of options to either partially or wholly refurbish The Parade were considered before complete demolition was adopted as the preferred approach. A number of layouts based predominantly on the footprint of The Parade and its immediate surrounds were considered prior to the draft masterplan consultation in autumn 2017. However, analysis and feedback from the autumn 2017 layout demonstrates that any scheme on such a small footprint is unlikely to deliver transformational change. The Planning Brief seeks to overcome this issue by taking an evidence based approach to identifying the land that is required to deliver transformational change which will mean increasing the red line development area. The proposed area being consulted on is shown on the plan in appendix 3. Once the Planning Brief is finalised it will inform a detailed options assessment to identify a Scheme that will form a planning application.

4.3 This report sets out how the key topics of health and well-being, the VCS and housing development opportunities are shaping the project. As the project progresses, work on these topic areas will also develop. The preferred option to maximise the benefit of this work is to work with local communities and service providers as outlined in the report.

4.4 Due to the length of time it will take to deliver the project, it will be imperative to consider the impact on the local community of the interim positions during work-in-progress – in terms of the built environment, service delivery and work with the VCS. During regeneration there will be considerable upheaval to the local community which could put pressure on a number of services. However, the interim period will also be an opportunity for new approaches to be tried and tested.



## **5. Reasons for recommending preferred option**

- 5.1 The need to undertake regeneration of Kingshurst Village Centre is a clear priority that is recognised corporately in the Council Plan and is supported by funding from WMCA.
- 5.2 The rationale behind wholesale intervention in terms of the justification for demolition and comprehensive redevelopment of the Village Centre is detailed in the Planning Brief and embraces elements such as socio-economic data and shortcomings with the existing building design and condition. The need for a comprehensive regeneration of the Centre is based on factors including the existing layout and condition of the buildings, the retail offer, the residential offer and primary community functions, including: health, library, etc.
- 5.3 The evidence demonstrates that there are significant needs in the local community which cannot be addressed by physical development alone and as such there is a need to incorporate work on VCS activity and health and well-being into the project. This work will be important to the delivery of the priority specified in the Council Plan.

## **6. Implications and Considerations**

### **6.1 Delivery of key themes in the Council Plan:**

The Scheme will comprise the comprehensive regeneration of Kingshurst Village Centre which will have a major influence on the local delivery of all key themes within the Council Plan.

- Improve Health and Wellbeing
- Managed Growth
- Build Stronger Communities
- Deliver Value

### **6.2 Implications for children and young people, vulnerable groups and particular communities:**

- 6.2.1 The regeneration of Kingshurst Village Centre will fundamentally change the built environment in the local area and has the potential to change the services that are delivered by the Council, its partners and other organisations. This reports sets out how the needs of the community are proposed to be fundamentally integrated into the Scheme which is delivered.

### **6.3 Consultation and Scrutiny:**

- 6.3.1 Community engagement and consultation has been fundamental to the development of the Scheme. Early engagement took place in early 2017 with subsequent consultation on a draft masterplan layout in autumn 2017. The Draft Planning Brief is currently being consulted on with the local community.

- 6.3.2 In addition to direct project consultation and engagement, colleagues from other service areas such as the Public Health service have engaged with the community. Their work will also inform the design of the scheme.
- 6.3.3 The Economic Development and Managed Growth Scrutiny Board considered the regeneration of Kingshurst in September 2017, with a particular focus on community engagement.
- 6.4 Financial implications:
  - 6.4.1 There are no direct financial implications at this stage.
  - 6.4.2 The Scheme is being progressed using funding from WMCA. The UK Central Phase 1 Strategic Outline Case unlocked up to £4.96M to undertake development work and to fund early property acquisitions required to deliver the Scheme.
- 6.5 Legal implications:
  - 6.5.1 In order to deliver comprehensive regeneration of Kingshurst it will be necessary to acquire a number of third party land interests.
- 6.6 Risk implications:
  - 6.6.1 A risk register is maintained in accordance with the UK Central Project Management Framework.
- 6.7 Statutory Equality Duty:
  - 6.7.1 A Fair Treatment Assessment (FTA) will be undertaken as the Scheme is developed. The FTA will be informed by the HNA and any feedback received during consultation exercises that have been and will continue to be undertaken.

## **7. List of appendices referred to**

- 7.1 Appendix 1 – Planning Brief Proposed Development Area

## **8. Background papers used to compile this report**

- 8.1 N/A

## **9. List of other relevant documents**

- 9.1 N/A