

Open

## **Overview & Scrutiny Committee**

### **Additional Papers**

# **Agenda Item No. 6 - Kidderminster Eastern Gateway Development Framework Appendix 1**

6pm  
Thursday, 7th July 2016  
Council Chamber  
Wyre Forest House  
Finepoint Way  
Kidderminster



# KIDDERMINSTER EASTERN GATEWAY DEVELOPMENT FRAMEWORK REPORT

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JUNE 2016





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## 1. Introduction

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This report seeks to set out a Development Framework which has as a principal objective the creation of a new identity for Kidderminster Eastern Gateway. To do so requires the Framework to provide a practical and deliverable route to the following, based on an informed understanding of the site – its physical, transport, planning and market environments:

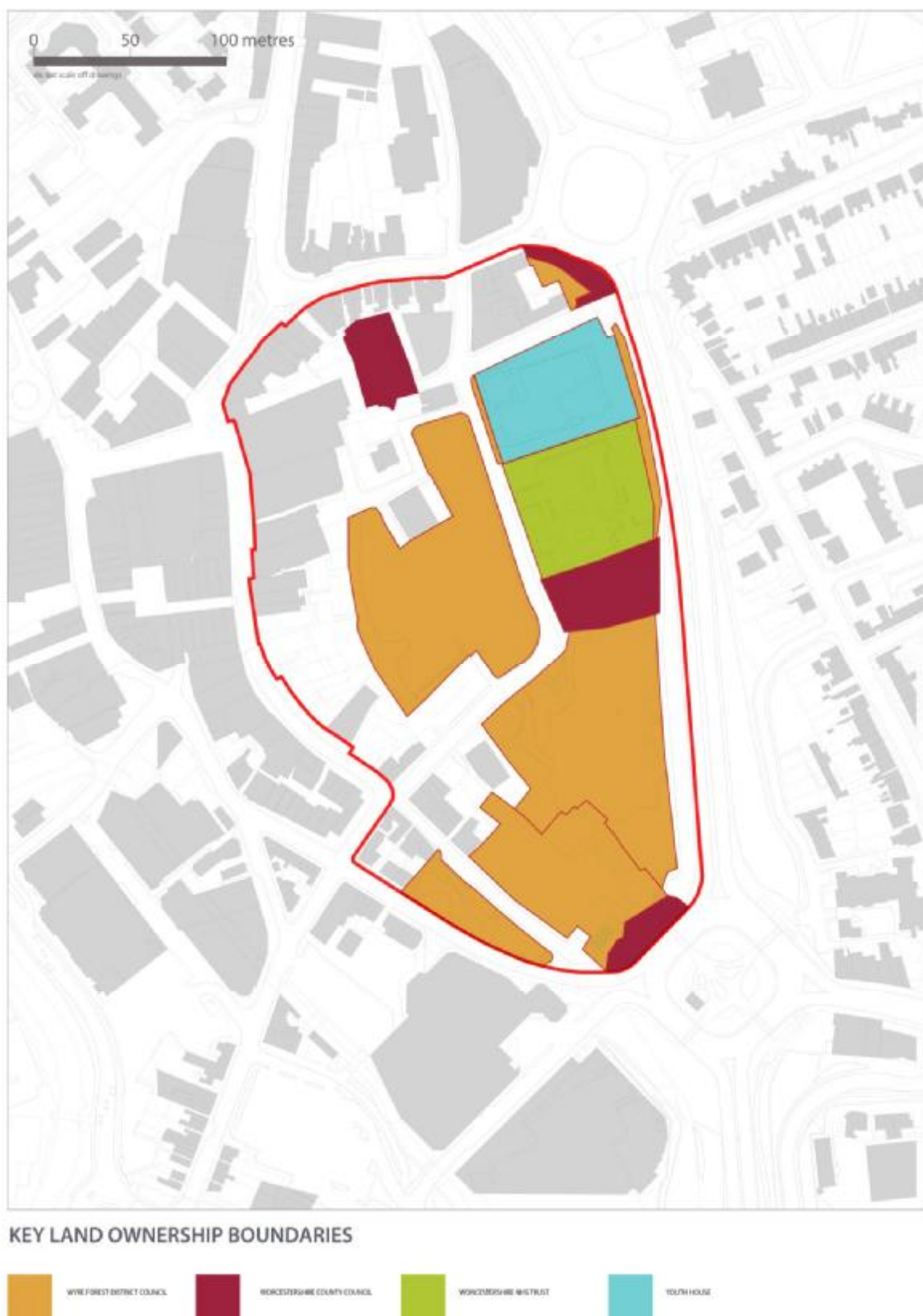
- a. Comprehensive regeneration of this key site
- b. A new destination which is complementary to and integrated with the wider Town Centre function
- c. A high quality development, with a mix of uses which encourage activity and footfall
- d. Improved connectivity of the site with the town centre and key transport nodes – pedestrian, cycle and vehicle
- e. A robust solution which is:
  - Viable
  - Deliverable
  - Appropriately phased to deliver early wins, whilst ensuring a sustainable long term solution
  - Has the support of the wider community

Overall this will:

- Provide a new destination at the heart of Kidderminster
- Rebalance the town following changes to its retail make up over the past 20 years
- Consider legacy impacts linked to relocations both on and off site
- Reflect necessary collaboration and engagement to ensure successful delivery

The public sector, via various organisations, is the majority landowner of the Kidderminster Eastern Gateway (KEG) site. The desire is to generate capital receipts, preserve revenue streams and secure the future of key buildings and gateways. In determining the most appropriate option for delivery there is a balance to be achieved between achieving outputs from the agreed objectives (successful sustainable development which delivers value through jobs, economic output and wider catalytic effects) and maximising capital receipts, consistent with the requirement to achieve best value.

The following plan sets out the principal land ownerships.



The table below sets out the public sector key output summary.

PROPERTY	OWNER	OUTPUT
Glades Leisure Centre	Wyre Forest District Council	Seek capital receipt by disposal, to go towards the cost of new facility
Bromsgrove Street Car Park	Wyre Forest District Council	Revenue stream maintained, enhanced or replaced
Former Magistrates Court	Wyre Forest District Council	Redevelopment / reuse, reduce financial liability
Bromsgrove Street Medical Centre	Worcestershire Health & Care NHS Trust	Retention of part of NHS facility needs to be considered as part of development mix
Strip of land adjacent to leisure centre	Worcestershire County Council	Actively seeking disposal of this land securing capital receipt

In addition there are multiple ownerships along Worcester Street. Their incorporation into wider development plans should be captured; future use need not necessarily be for retail.

The framework's credibility should be demonstrable through its financial and practical viability and flexibility; allowing for deliverable development which responds to the market.

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## 2. Methodology

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To fully understand the KEG site and its surrounds and provide the necessary context to inform the Development Framework, a due diligence process has been carried out which has included the following elements:

- Review of **planning, policy and studies** to consider the impact of how regeneration and future development of the site will be shaped by existing and emerging policy, studies and guidance.
- Confirmation of **existing uses** and users on site; their legal interests and confirmation of uses to be retained or relocated.
- Compilation and review of **legal ownerships** on site.
- Review of **topographical** survey data.
- Review of current pedestrian and vehicular **site access**.
- Production of a site plan setting out existing **services and utilities** crossing the site.
- Review of existing **car parking** provision, data and income generated to consider the potential impact redevelopment will have on the overall usage level.
- Regard to previous uses on site and production of a **heritage plan** to consider how past use will impact on future redevelopment in terms of limitations, opportunities and legacy.
- **Building condition** surveys have fed into the demolition quotes for the Glades leisure centre. To inform the framework, a Phase 1 Ground Condition survey has been carried out. A building condition schedule for the former Magistrates Court will be produced.
- The **immediate context** has been reviewed and plotted illustrating the surrounding area to include uses, vacancies, building heights and gateways.
- Liaison with **key stakeholders** has been undertaken to ensure the framework has regard to current users and occupiers both on site and in the immediate context.

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### 3. Baseline Assessment

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The due diligence process has been collated into a baseline assessment - which has provided a detailed understanding of the site and its surrounds on which to work up the framework. Summary findings and key issues for each of the elements are set out in this section, and draw upon a suite of commercially sensitive supporting documents which deal with individual topics in some detail. Those supporting documents are referenced in this report but are not published as part of it.

## **Planning, Policy & Studies**

Savills has undertaken a comprehensive baseline assessment of the current planning policy framework for Kidderminster Eastern Gateway, including a review of adopted and emerging planning policy, together with the evidence base which underpins this. A full overview of this assessment is included within a separate supporting document.

### **Existing Development Plan Framework**

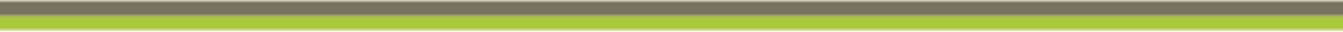
The adopted Development Plan for Kidderminster broadly supports a mix of uses at the Eastern Gateway Site. The KCAAP policies for the Eastern Gateway in particular are not over-prescriptive and as such are largely flexible in terms of the range of uses that are considered suitable for each phase (retail, residential, health and education, tourism). The policies also place a strong emphasis on design and improving the connectivity around the area.

Going forward, and in recognition of the fact that Wyre Forest District Council (WFDC) is in the process of undertaking a Local Plan Review, KCA Policies EG5 – EG7 may need to be fine-tuned to reflect the findings of this Development Framework, particularly in terms of the mix and quantum of uses that can be accommodated on each plot. This includes allowing for additional uses such as D2 Leisure. Leisure uses are not identified as a suitable use for any phase in KCA Policies EG5 – EG7 however policy KCA.GPB3 sets out – *In other areas not designated as primary or secondary frontage, but within the Primary Shopping Area, a flexible approach to uses will be encouraged, including... D2 Assembly and Leisure.*

It will be particularly important to ensure there is flexibility within these policies to enable each development plot to come forward as and when there is market demand. It will also be prudent to reduce the reliance on retail uses as a driver for the redevelopment of the site and instead ensure that the site can come forward for a mix of uses. Key routes into and across the site should also be identified although they should not be overly prescriptive.

It is envisaged that the next round of consultation on the emerging Local Plan will invite comments on site allocations, at which point it will be necessary to review the current site allocations for the Eastern Gateway site and update them to reflect the findings of this Development Framework. Consideration of the infrastructure that is required to support the redevelopment of the site will also be important as well as ensuring that there are appropriate mechanisms in place for these items of infrastructure to be funded through planning gain (Section 106 and / or CIL).

In addition to the above, it is important to note that the evidence base which supports the adopted Development Plan has also been reviewed. That confirms the redevelopment of Kidderminster Eastern Gateway for a mix of uses would be acceptable. Much of this evidence base is now significantly out of date and is likely to be superseded by the findings of this Development Framework.

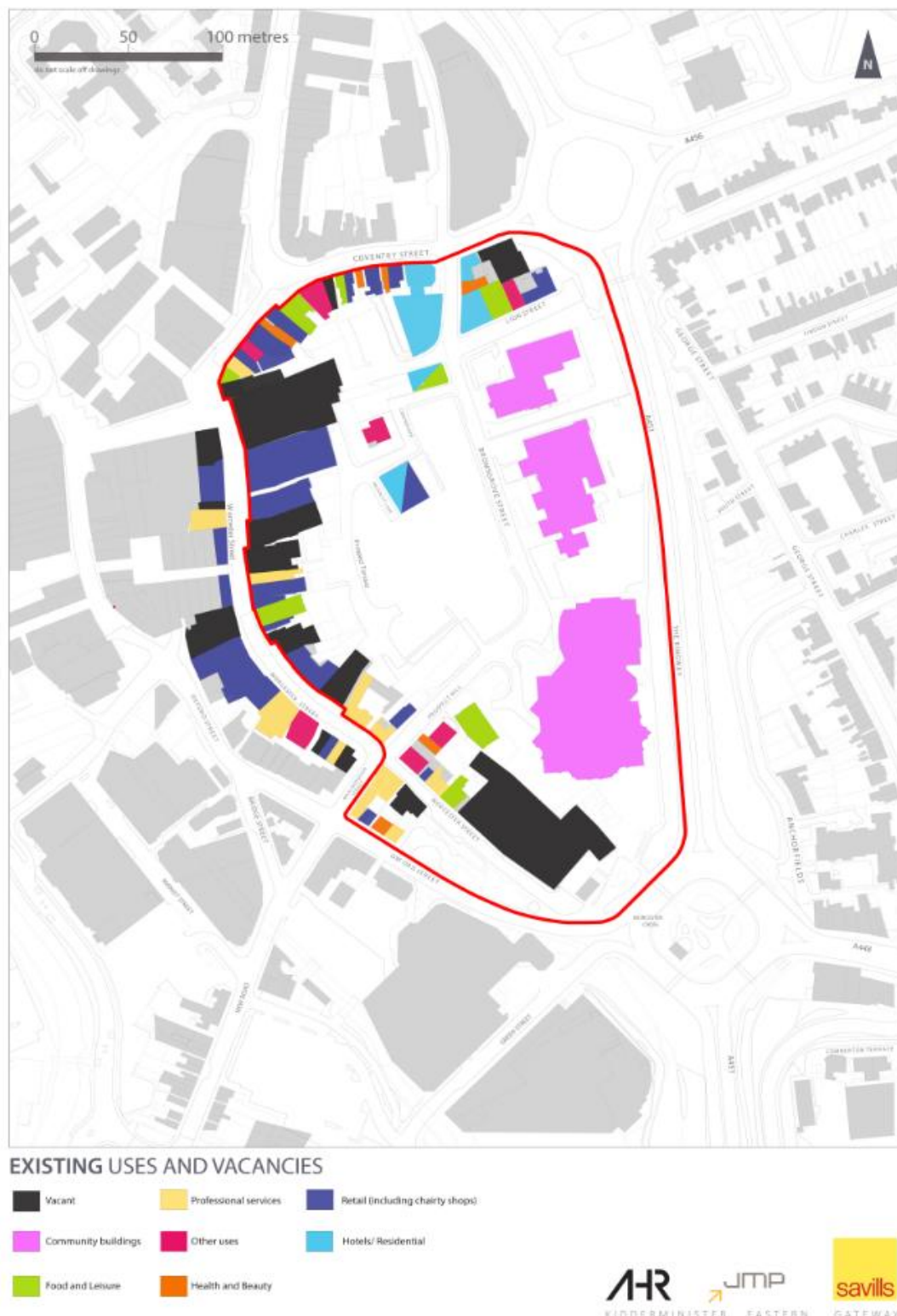


Where the evidence base is to be refreshed, for example we understand that WFDC has committed to undertaking a Retail and Leisure Study to inform the preparation of the Local Plan Review, regard must be had to this Development Framework to ensure that there is a consistent approach to the redevelopment of Kidderminster Eastern Gateway.

### **Existing Uses**

There is a broad mix of uses currently on site including community buildings, food, and leisure, professional services, health and beauty, retail (including charity shops) and hotels/residential. The plan below sets out these uses as well as the properties which are currently vacant. Vacant possession of the Glades Leisure Centre is expected in July 2016 which will add a further significant vacant plot to the KEG site along with 1 Worcester Street (former Woolworths unit), the former Magistrates Court and various retail units on Worcester Street.

## KEG: Existing uses and vacancies



The wider Kidderminster town centre area to the west and south predominantly comprise retail and supermarket uses.

## Kidderminster town centre: existing uses and vacancies



### EXISTING WIDER SITE USES AND VACANCIES

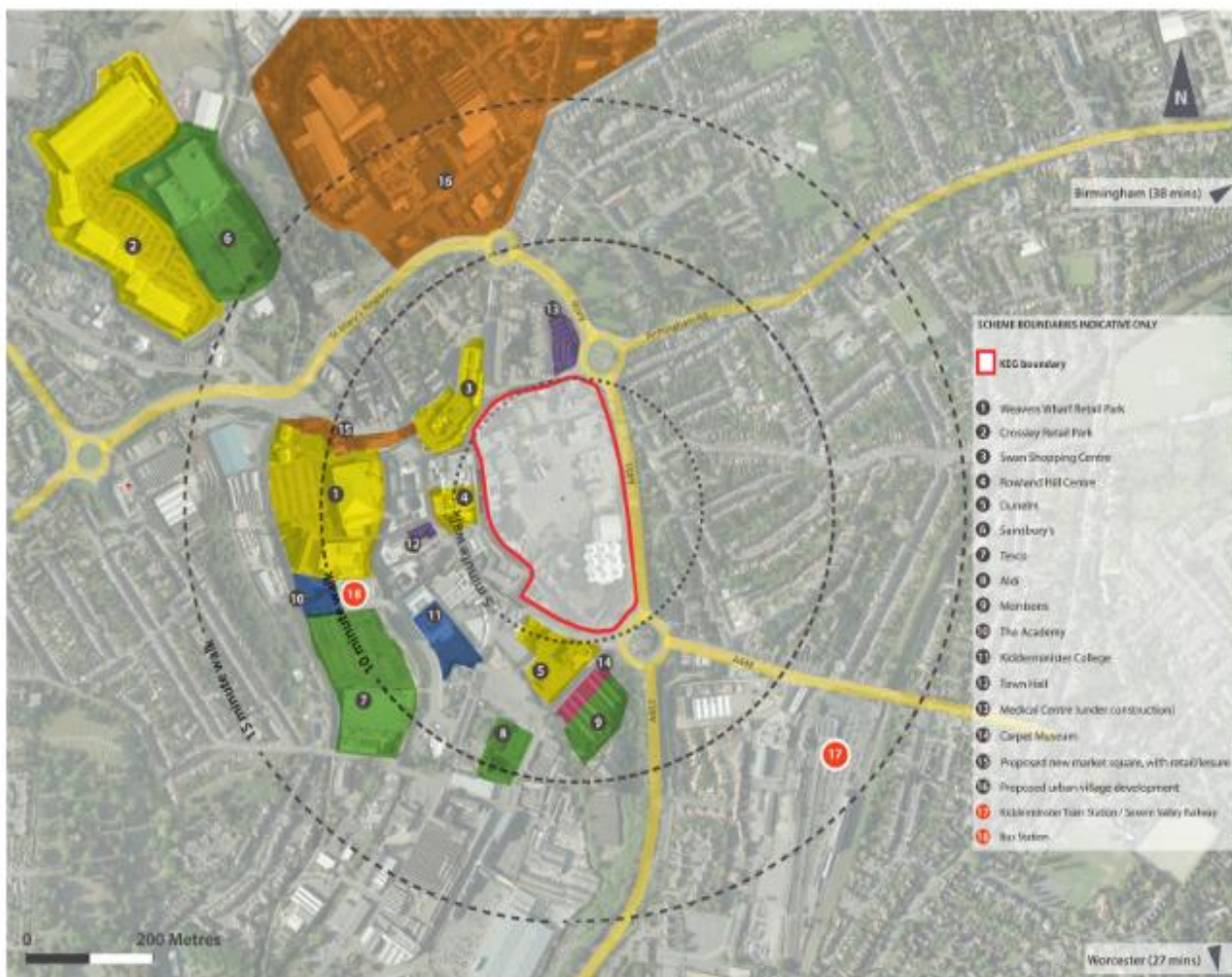


AHR  
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JMP  
EASTERN

savills  
GATEWAY





EXISTING WIDER SITE / KEY SCHEMES

## Legal Ownership

The public sector, via a variety of organizations, has the majority ownership (circa 60%) across the site as set out in the table below. Worcester Street is held in multiple ownerships by funds, private individuals and property companies. The appended plan sets out principal ownerships.

PROPERTY	OWNER
Glades Leisure Centre	Wyre Forest District Council
Bromsgrove Street Car Park	Wyre Forest District Council
Former Magistrates Court	Wyre Forest District Council
Bromsgrove Street Medical Centre	Worcestershire Health & Care NHS Trust
Strip of land adjacent to leisure centre	Worcestershire County Council
Youth House	Owned by Trustees
Worcester Street	Multiple ownerships

### Geotechnical and Environmental Assessment

The Nott Group has undertaken a site walkover survey, a review of available information and developed a conceptual model in accordance with the current Contaminated Land Legislation as well as undertaking a geotechnical desk based appraisal of the site.



## Existing site levels and building topography



EXISTING ON-SITE LEVELS AND BUILDING TOPOGRAPHY



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### *Contamination Assessment and Recommendations*

The historical review indicates that from 1884 until 1926 the site was occupied by a number of residential and commercial buildings. The commercial buildings and uses include tannery works, timber yard, carpet works, malthouse, brass foundry, sand pit and various excavation works. From 1965 until 1970s/1980s, a number of industrial units including warehouses, an abattoir, engineering works, electrical substations, carpet works and iron foundry were developed at the site.

From the 1970s to the present day the site has been occupied by retail and commercial units, warehouses, leisure centre, health and youth centre and car parking area.

The site has had a complicated and varied history with a number of on-site sources of contamination identified which include Tannery works, timber yard, carpet works, Malthouse, brass foundry, sand pit and various excavation works, warehouses, an abattoir, engineering works, electrical substations, carpet works and iron foundry, retail and commercial units, warehouses, leisure centre, health and youth centre and car parking area.

In addition, a number of potential off-site sources of contamination have been identified.

Based upon the development of the preliminary conceptual model and assessment, it is considered that there is a low to medium risk of encountering contamination during development.

It is recommended that a site investigation (to include chemical testing of soil samples) is undertaken prior to development and to identify potential constraints. Ground gas monitoring is also recommended at this stage. In addition, groundwater monitoring and testing may also be required.

Based upon the findings of the investigation the conceptual site model should be updated and remedial works undertaken, if required, as part of the development process.

The findings of this report and subsequent testing should be forwarded to the Local Authority for discussion and to inform development proposals and provide a proper understanding of potential "costs in the ground" which developers will seek to make allowance for as abnormal costs.

### *Geotechnical Assessment and Recommendations*

The superficial geology comprises the Holt Heath Sand and Gravel Member which is mapped in the eastern and northern parts of the site. These deposits comprise clay, silt, sand and gravel. Alluvium deposits are mapped in the south-western part of the site.

The solid geology comprises the Kidderminster Formation and is mapped in the western part of the site and comprises interbedded sandstone and conglomerates. The Wildmoor Sandstone Formation is mapped in the eastern part of the site and comprises sandstone with some mudstones and siltstones.

A number of retaining walls have been noted on site which is a consequence of the significant difference of ground levels across the site. There is a difference of ground levels of approximately 10m from north to south and 15m from east to west. A large retaining wall is located in the western part of the site (10m to 12m high).

Based on previous engineering experience of the Holt Heath Sand and Gravel Member (superficial geology) undrained shear strength of clay/silt soils is likely to range from soft to firm while the in situ density of the granular soils is likely to range from loose to medium dense. In addition, Alluvium deposits (superficial geology) undrained shear strength of clay/silt soils is likely to range from very soft to firm while the in situ density of the granular soils is likely to range from very loose to medium dense.

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Based on previous engineering experience of the Kidderminster Formation and Wildmoor Sandstone Formation (solid geology) the in-situ density of weathered residual granular soils is likely to range from medium to dense while bedrock is likely to range from extremely weak to very strong.

Although loadings and serviceability limit states are not yet known for the proposed structures it is anticipated that conventional shallow strip footings or isolated pad bases may be suitable for lightly loaded structures (<150kN/m<sup>2</sup>). However, where deep made ground, reworked soils, poor natural soils are encountered or in areas where significantly loaded structures are required the foundation could be constructed using piles.

Due to the site topography, it is likely that the proposed development will require a cut and fill exercise (in certain areas) in order to create horizontal formation levels for proposed buildings and associated infrastructure. The reuse of site won natural soils should be possible subject to the appropriate chemical and geotechnical laboratory testing. In addition, it is likely that the proposed development may require the construction of a number of earth retaining structures.

It is envisaged the proposed development will fall into Geotechnical Categories 2 and 3. Developments and structures in Geotechnical Category 2 require quantitative geotechnical data and analysis to ensure that the fundamental requirements will be satisfied. Category 3 structures require comprehensive geotechnical data and detailed analysis based on site-specific geotechnical parameters. Therefore, the scope of ground investigation should be designed to meet these requirements.

It is recommended that a comprehensive intrusive ground investigation is undertaken with associated geotechnical testing as well as a programme of groundwater monitoring to inform the design of foundations and possible earthworks.

## **Access**

From a transport and movement perspective there are a number of key issues relating to the area covered by this development brief:

- There are very poor pedestrian and cycle connections across the ring road and to the station; access is through underpasses, which are both indirect and unpleasant to use.
- There are indirect but level walking and cycling links to the town centre from the site.
- There is a direct but stepped and narrow pedestrian link from the site to the town centre (Step Entry).
- There is only one vehicular access to the site, but two egress points.
- The streetscape and public realm on the site is poor.
- Significant areas of the site are devoted to parking: primarily a large public car park, which is rarely full.

The plan below sets out existing vehicular and cycle access.

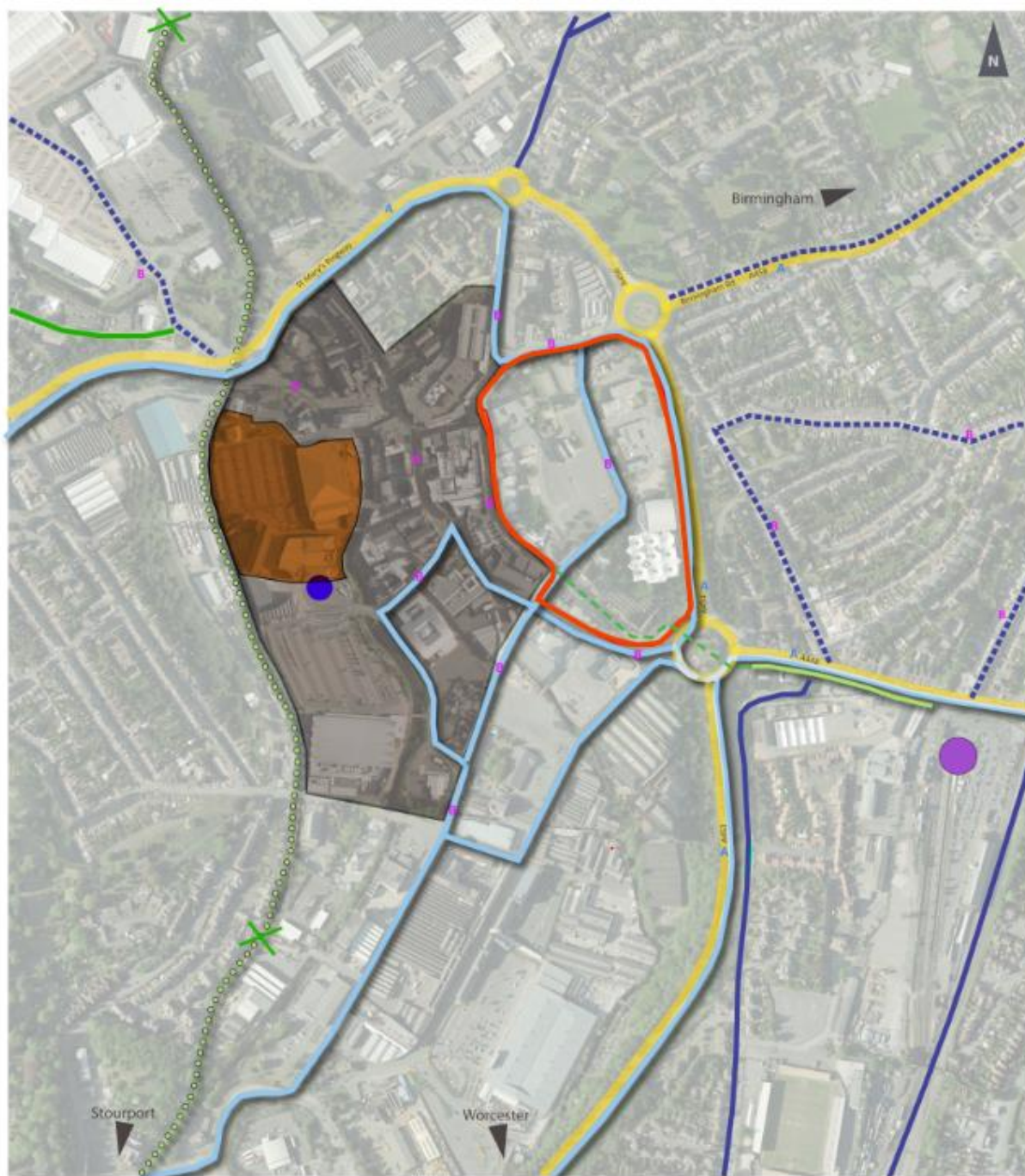


#### EXISTING VEHICULAR/ CYCLE ACCESS





The following plan sets out the existing site access and movement plan in the context of the wider town centre area.



#### EXISTING WIDER SITE ACCESS AND MOVEMENT PLAN



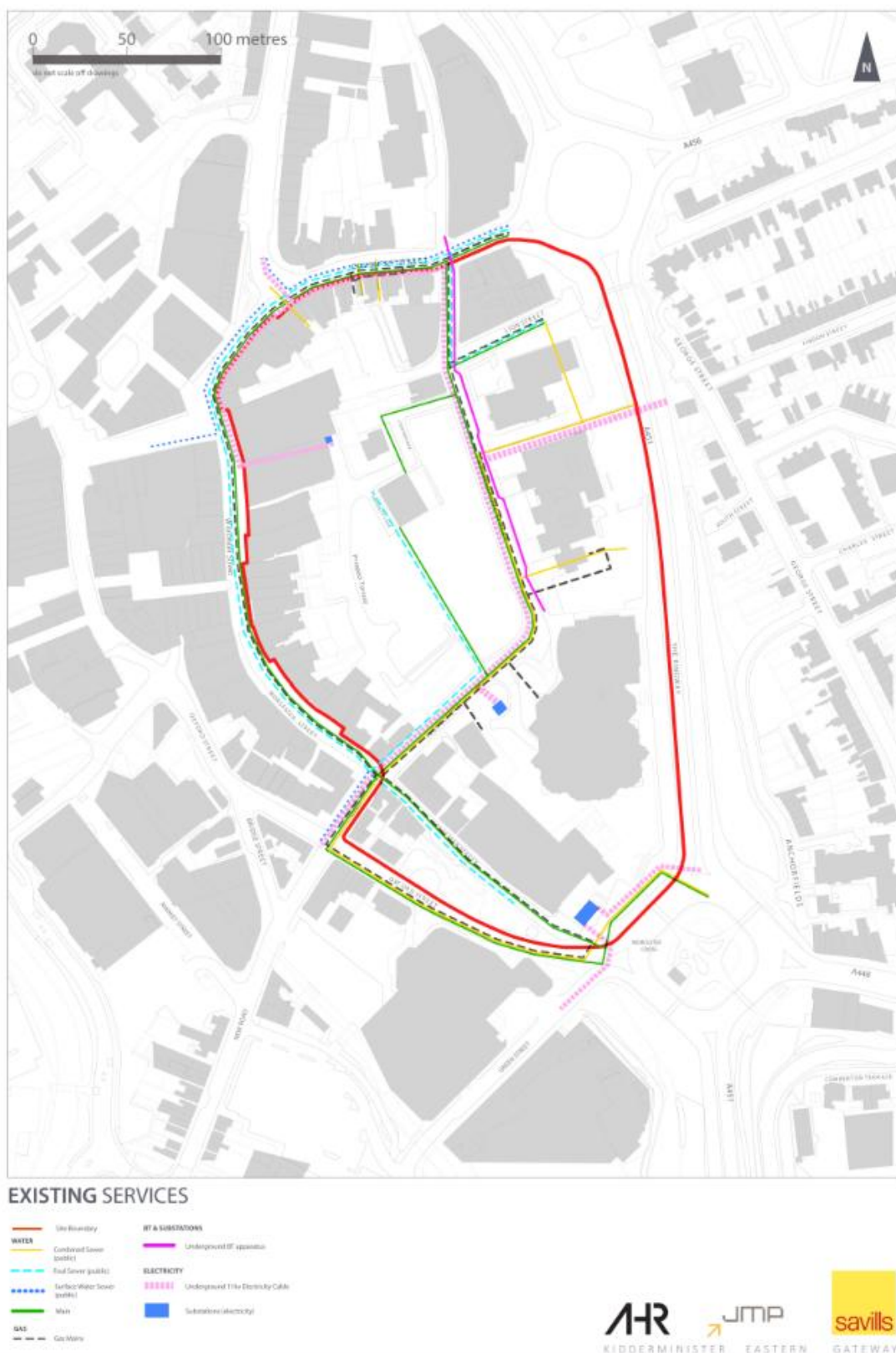
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As a result there are a number of opportunities to improve access and movement which development on the site should seek to address, as follows:

- Improve pedestrian and cycle connections across the ring road and in particular to the station.
- Introduce a new direct walking and cycling link to the town centre through the Woolworths site (this would require its acquisition) and improve other level walking routes.
- Improve the stepped and narrow access which is historic.
- Introduce two way working to the current one way egress from the site thereby providing two locations where vehicles can access the site.
- Improve the streetscape by providing enclosure and overlooking to streets, new public spaces and by designing good quality public realm.
- Provide public car parking on the site only to the extent that the proposed uses on the site require it.

## Utilities Plan

Existing services border and traverse the site as set out in the utilities plan.



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In developing options for comprehensive regeneration of KEG, it is assumed that the existing services have the ability and capacity for the proposed uses to connect into at no additional cost. This will be subject to more detailed investigation when a proposed scheme is at design stage.

It is also assumed that existing utilities should be retained in their current position and at the same invest level in the case of drainage, rather than being relocated (unless they become redundant), in order to minimise associated costs and help viability.

## **Heritage**

Post war development has removed much of the site's heritage interest. This is because the site has been largely cleared for surface car parking and the Glades Leisure Centre. The existing but derelict former Magistrates Court is a locally listed heritage asset, located on the periphery of the site boundary. It is envisaged that through redevelopment the façade of the Magistrate's Court (as a minimum) will remain, retaining character and history within the site and providing context. The extent and form of redevelopment of the Magistrate's court will be informed by the building condition survey and proposed uses will be considered by reference to the potential market and viability.



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## EXISTING HERITAGE AND ENVIRONMENTAL PLAN

-  Site Boundary
  T1 - Protected tree
-  Locally listed
  Statutory listed
-  Existing green spaces

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## Stakeholder liaison

Contact was made with town centre and existing land owners identified as key stakeholders. Meetings were held and feedback received from the following parties –

### *Town Centre Stakeholders*

- Exchange Street Properties (Riverside Walk)
- 90 North Real Estate Partners LLP (Crossley Retail Park)
- Exeid (Former Magistrates Court)
- Kidderminster College (Kidderminster College)
- Peter Michael (Town Centre Manager)
- The Academy at Kidderminster (Kidderminster Academy)
- The Carpet Museum Trust (The Museum of Carpet)
- Worcestershire LEP
- Worcestershire County Council
- Place Partnership

### *Existing Land Owners*

- Midminster Holdings Ltd (7-8 Worcester Street)
- Jupiter Property Investments (Fabric Warehouse)
- Mr. BA Murdoch (Lion Hotel)
- Malvern Park Estates (Cue & Brew)
- West Midlands Housing Group (St Basils)
- Kidderminster Youth Trust (Kidderminster Youth Centre)
- Worcestershire PCT (Kidderminster Medical Centre)
- SNC Development Ltd (24 Worcester Street)

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## 4. Initial Output

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## KEG Development Framework Visionary Statement

The working proposition of a vision for KEG which has been part used as a starting point for dialogue with the Council, and as part of the Consultation, is as follows:

To bring forward an exciting new destination for Kidderminster Town Centre:

- To rebalance and improve the vitality of the town centre as a whole;
- To diversify the town centre offer with uses that generate an improved day and night time economy and footfall;
- To improve connections to Worcester Street and the High Street, to augment the scheme's interaction with the Town Centre core;
- To support local business and enterprise; and
- To encourage greater dwell times, through improved public spaces and uses serving the community.

To create a dynamic place that residents, workers and visitors can enjoy, which is attractive, easily accessible and safe:

- Solutions must be aspirational and improve the quality of the built environment to attract inward investment and draw back to Kidderminster a proportion of the expenditure which is currently lost to facilities at Merry Hill Shopping Centre, Worcester and Birmingham;
- Public and private sector engagement and collaboration is key to unlocking the opportunity; and
- Solutions should come forward in deliverable and achievable phases, which can secure early wins whilst creating a catalyst for long term, sustainable activity.

Initial analysis contained in this section and informed by a market assessment (Section 5.0) has led to the development of three options which seek to capitalise on the opportunities the site presents (Section 6.0).

## Connectivity and Movement

### Constraints Plan

The site currently has poor pedestrian links with the rest of the town centre and railway station. Town centre development and the construction of the ring road has “turned its back” on what should be a key town centre site.



There is an opportunity to provide new and improved access to the town centre as well as improved linkages to and from the railway station.





The parameters plan sets out the site's key characteristics and specifics which will influence future development.



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## 5. Market Assessment – Summary

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In order to inform the framework we have undertaken soft market testing as well as a desktop review of the market sectors which constitute key town centre uses and might drive future development at KEG. A full Market Assessment Report was been completed as a standalone document.

The sectors considered are:

- Retail
- Leisure
- Office
- Creative industries
- Residential
- Residential institutions
- Education

The report covers macro market dynamics for the key market sectors and then provides an analysis of the town centre market itself, including key competing sites encompassing established sites; sites currently being delivered; and those sites in the pipeline. The review includes a gap analysis, identifying what is 'missing' in Kidderminster.

The macro review provides a view of regional recovery and growth in both the development and investment sectors and Government policy to drive growth in the regions. Whilst there may be no direct impact on towns such as Kidderminster by decisions made by major corporate occupiers to locate significant elements of their businesses in Birmingham (HSBC and Deutsche Bank for example), there is an indirect impact through overall regional growth and market interest in opportunities as development confidence returns.

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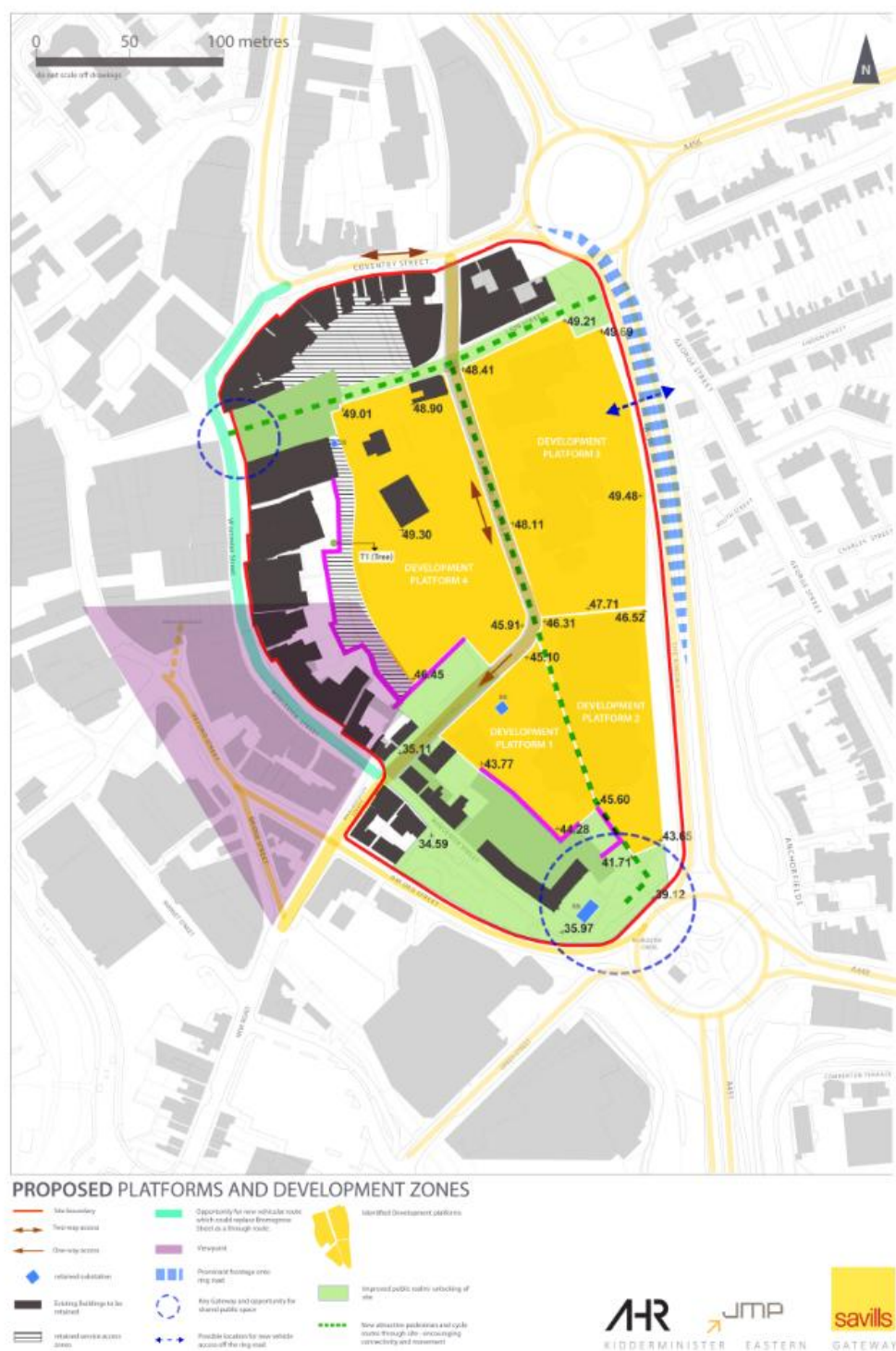
## 6. Options Analysis

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## Proposed Uses

Working with the site's constraints and opportunities set in a market context, three options comprising a range of uses have been considered.

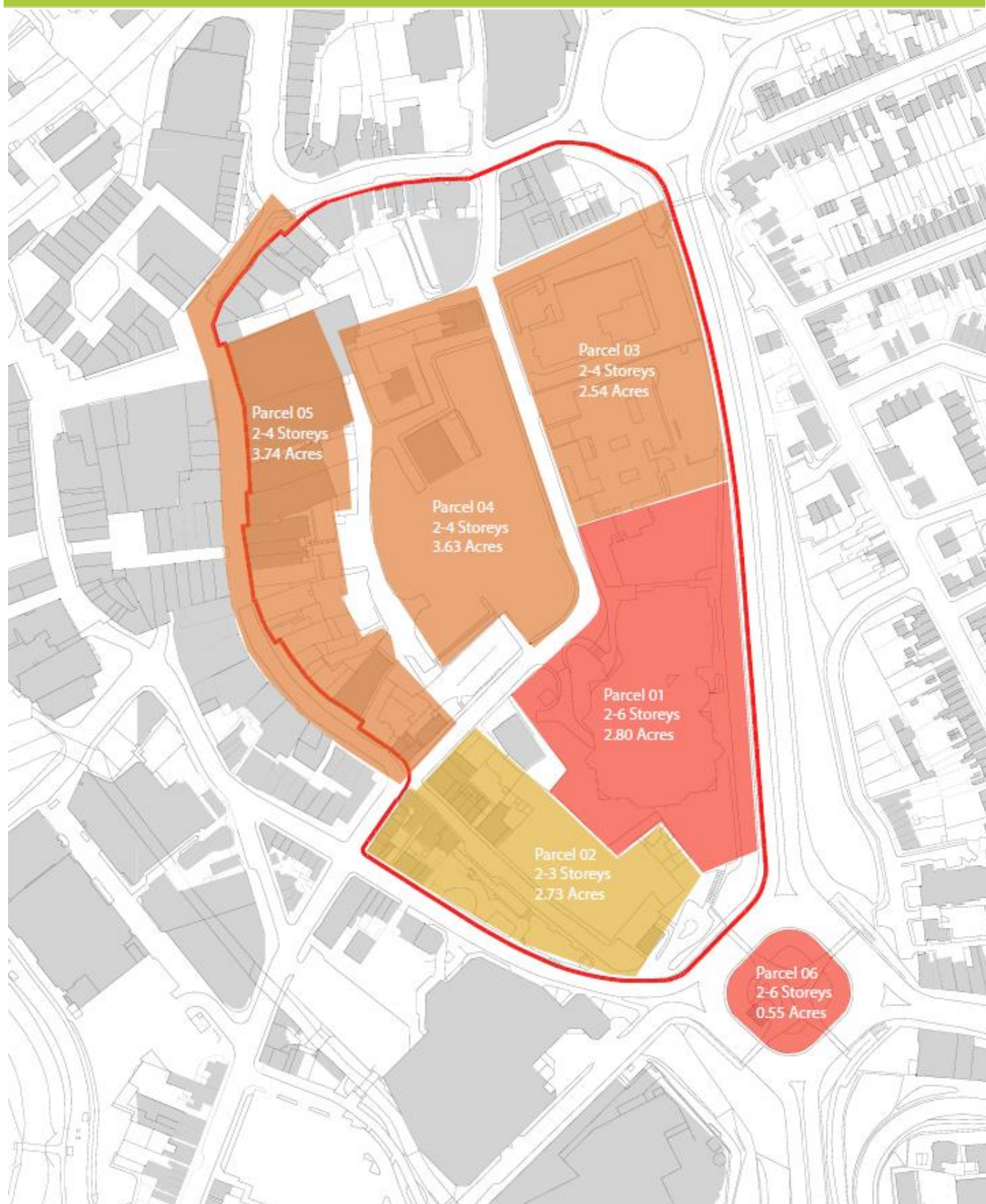
Each of the options comprises six parcels working from identified development platforms.



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- Parcel 1 (2.8 acres) South eastern area of site. Area currently includes the Glades Leisure Centre. Prominent frontage to Comberton Hill and the A451.
  - Parcel 2 (2.73 acres) South western area of site. Area includes Magistrates Court and Coronation Gardens.
  - Parcel 3 (2.54 acres) North eastern area of site. Area includes Youth Trust House. Prominent frontage to A451.
  - Parcel 4 (3.63 acres) Central area of site. Area currently includes Bromsgrove Street car park. Benefits from vistas.
  - Parcel 5: Worcester Street's redevelopment should occur through organic regeneration through investment by the existing private owners responding to substantial improvements in the immediate environment, with the potential for retail and leisure uses, and possibly live/work spaces.
  - Parcel 6: The 'Gateway' at Comberton Roundabout will require improvements to visibility and public realm. The option levels for intervention are set out in the transport and movement assessment.

Note: Parcel 5 (Worcester Street) and Parcel 6 (Gateway) in all of the options remain the same.

It should be noted that the inclusion of ownerships within Parcels does not necessarily suggest that they are to be redeveloped. That particularly applies to the properties along Worcester Street (Parcel 5), and Youth Trust House within Parcel 3 - which will be a decision for the trustees in due course.



## Option 1 Retail and Leisure

Overview: 120,000 sq ft retail and leisure scheme alongside creative workspaces including 580 car parking spaces.

Parcel 1 – Family Leisure Hub		
Use	Use Class	Total size
Cinema	D2	23,400 sq ft 9-11 screens
Family cafes/restaurants	A3/A4	23,000 sq ft 6 units
Multi-storey car park	Car Park	420 spaces 5 storey

Parcel 2 – Creative / Enterprise Zone		
Use	Use Class	Total size
Magistrates Court conversion – ground floor cafes/bar	A3/A4	5,000 sq ft 2 units
Magistrates Court conversion – Workshop/studio units	B1	8,200 sq ft 30-33 units over three floors, plus meeting rooms, break out spaces, management offices
Magistrates Court conversion – basement gym	D2	2,000 sq ft
Car Parking – road-side & dedicated area	Car Park	30 spaces
New build – ground floor cafe/bar	A3/A4	3,300 sq ft
New build – residential/workspaces	C3/B1	6,600 sq ft 4 units over first/second storey
Public realm – new active courtyard		
Existing uses – historic street grain (retail and professional services with residential above / public house)		

Parcel 3 – Retail and Leisure		
Use	Use Class	Total size
Retail anchor	A1	24,200 sq ft
Existing building – Youth House		

Parcel 4 – Retail hub		
Use	Use Class	Total size
Retail uses (high street)	A1	20,400 sq ft 6-7 units
Retail uses (independent)	A1	4,000 sq ft 4-6 units
Car Parking – surface level	Car Park	130 spaces
Public realm		
Existing uses – Fabric warehouse with 8 residential apartments above and Former Barrel Pub comprising restaurant and residential		



## Option 2 Residential

Overview: Residential-led scheme, with private sector housing/apartments (68 units) alongside retirement and/or extra-care accommodation and facilities (96 units) alongside community use.

Parcel 1 – Retirement / Extra care		
Use	Use Class	Total size
Retirement apartments, alongside extra care accommodation/facilities	C2/C3	113,000 sq ft 96 units over 3-4 storeys
Public realm		
Car Park	Car Park	88

Parcel 2 – Conversion Apartments		
Use	Use Class	Total size
Magistrates Court conversion	C3	28,300 sq ft 19 units over 3 storeys
Magistrates Court conversion – basement gym	D2	2,000 sq ft
Car Parking – road-side & dedicated area	Car Park	32 spaces
New build – residential/workspaces	C3/B1	6,600 sq ft 6 units over 3 storeys
Public realm – active courtyard		
Existing uses – historic street grain (retail and professional services with residential above / public house)		

Parcel 3 – Traditional private sector housing		
Use	Use Class	Total size
Terraced new build	C3	25,000 sq ft 25 units
Car Park – roadside	Car Park	42
Existing building – Youth Centre		

Parcel 4 – Residential and Community		
Use	Use Class	Total size
Residential – traditional housing	C3	17,000 sq ft 17 units
Residential – apartments	C3	15,000 sq ft 18 units
Car Parking – surface level	Car Park	73
Community/Medical/Education facility	D1 / B1 / D2	24,000 sq ft Over 3 storeys
Cafe/Bar/Retail	A1/A3/A4	3,000 sq ft 1 unit
Existing uses – Fabric warehouse with 8 residential apartments above and Former Barrel Pub comprising restaurant and residential		

### Option 3 Mixed-use scheme

Overview: Mixed-use scheme with a retail and leisure hub, alongside creative workspaces, community use and residential. Up to 95,000 sq ft of retail and leisure uses, potential for up to 72 residential units, larger scale community/education use of up to 60,000 sq ft.

Parcel 1 – Family Leisure Hub		
Use	Use Class	Total size
Cinema	D2	23,400 sq ft 9-11 screens
Family cafes/restaurants	A3/A4	23,000 sq ft 6 units
Multi-storey car park	Car Park	420 spaces 5 storey

Parcel 2 – Creative / Enterprise Zone		
Use	Use Class	Total size
Magistrates Court conversion – ground floor cafes/bar	A3/A4	5,000 sq ft 2 units
Magistrates Court conversion – Workshop/studio units	B1	8,200 sq ft 30-33 units over three floors, plus meeting rooms, break out spaces, management offices
Magistrates Court conversion – basement gym	D2	2,000 sq ft
Car Parking – road-side & dedicated area	Car Park	30 spaces
New build – ground floor cafe/bar	A3/A4	3,300 sq ft
New build – residential/workspaces	C3/B1	6,600 sq ft 4 units over first/second storey
Public realm – active courtyard		
Existing uses – historic street grain (retail and professional services with residential above / public house)		

Parcel 3 – Retail and leisure / Residential		
Use	Use Class	Total size
Retail	A1	18,300 sq ft 5 units
Residential option		Minimum 25 units
Existing building – Youth Centre		

Parcel 4 – Residential and Community		
Use	Use Class	Total size
Community/Medical/Education facility Residential option	D1 / B1 / D2 / C3	54,000 sq ft Over 4 storeys  Up to 72 residential units
Cafe/restaurants (independents)	A3/A4	4500 sq ft 3 units
Retail uses (independent)	A1	4-5 units



Use	Use Class	Total size
Car Parking	Carpark	96 spaces
Public realm		
Existing uses – Fabric warehouse with 8 residential apartments above and Former Barrel Pub comprising restaurant and residential		

#### *Size and Density*

Each of the options set out levels of flexibility in terms of floor space delivery in order to respond to market dynamics in the short to medium term. The floor areas set out by the use types assessed are informed by our market research and soft market testing.

#### *Design and Massing*

The framework clearly demonstrates a range of massing intended to respond to market dynamics whilst also maximising the amount of development which could be delivered working with the site's attributes. On the highest parts of the site to the north and central areas, massing ranges from 2 to 4 storeys. Where the site slopes towards the south east, 2 to 6 storeys is considered more appropriate and is considered to be the strongest location to include a multi-storey car park. In the south west part of the site, in the area including the Magistrates Court, the existing heritage dictates the form of future development, and 2 to 3 storeys is considered appropriate from a design and massing perspective.

#### *Phasing Plan*

It is envisaged that Parcel 1 would come forward for development first delivering an attraction with critical mass to act as a catalyst for further development activity. Support enabling this early delivery could include demolition of the Glades Leisure Centre demonstrating availability of land ready for development. The prominence of the parcel suggests that it will appeal to developers as a first phase. The framework does not intend to be prescriptive in terms of the order in which future parcels come forward; delivery will be led by market demand.

#### *Transport and Movement*

The options for the site are similar in terms of their transport and movement impact. The key transport impacts of the options are set out below;

- The likely scale of development, for all options, is unlikely to result in an increase of vehicular traffic to or from the site.
- The provision of a new pedestrian and cycle access to the town centre through the old Woolworths store site would provide a significantly improved connection and relationship between the development site and the rest of the town centre (but would require acquisition of the former Woolworths property).
- Improvements to the stepped and narrow historic access (Step Entry) are achievable and should be considered with all options.
- Introducing two way working to the current one way egress from the site is possible with all options and will require further work with the County Council to establish detailed feasibility
- Improvements to streetscape and public space can be achieved by all development options
- Improvements to pedestrian and cycle access are not precluded by any of the options.

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## 7. Public Consultation

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A public consultation event was held at The Swan Centre on Friday 19th February and Saturday 20th February 2016 and formed part of the process in working towards a preferred option. The purpose was to ascertain the public's opinion of three options for Kidderminster Eastern Gateway, summarised as follows;

- Option 1: 120,000 sq ft retail and leisure scheme, alongside creative workspaces and 580 car parking spaces.
- Option 2: Residential-led scheme, with private sector housing/apartments (92 units) alongside retirement and/or extra-care accommodation and facilities (96 units) alongside community use.
- Option 3: Mixed use scheme, with retail and leisure uses alongside creative workspaces, community use and residential

The event followed a private Members Briefing on 11 February 2016 and was advertised through the following channels:

- Public Notice – x2 public notices were placed in the Kidderminster Shuttle on the 11th and 18th of February.
- NWedR and Wyre Forest District Council Webpages.
- Social Media - promoted through the NWedR Twitter page and WFDC Facebook page.
- Press Release

*Members of the Public and Key Consultees at the Public Consultation Event*



### **Summary of Responses**

The public consultation boards and questionnaire were also available to view at the Customer Service Hub at Kidderminster Town Hall during the week commencing 22 February and on the NWedR website.

The responses received during of this public consultation were reported to Wyre Forest District Members on 10 March 2016 and have informed the final outputs of this Development Framework.

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## 8. Preferred Option

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## Selection of Preferred Options

Each of the options here have been objectively assessed against the principal objectives of the framework, the overall principle to **“create a new identity for Kidderminster Eastern Gateway”**. Each of the options has also been separately appraised. In order to assess overall viability and of each parcel of phase.

Option 3 is preferred, it delivers a mix of retail and leisure uses alongside residential, creative workspaces and community uses..

It is recognised that there is a shortage of brownfield land on which to deliver housing in Kidderminster. The delivery of residential accommodation as part of KEG would be consistent with the overall regeneration objectives for Kidderminster town centre subject to such development being at a scale, density and in a form which is consistent with its town centre location and with the other phases and uses within KEG. We would envisage a medium to high density residential scheme as an option to a retail phase, subject to market demand and supply at the time. Hence this would deliver a minimum of 25 residential units (as under Option 2) but probably more, subject to detailed design and market assessment.

Requirements for community, education and medical use have been identified during the process. The development framework provides flexibility to incorporate some or / all of these uses alongside flexible residential floorspace.

Options for the Magistrates Court include creative workspaces and residential accommodation with active ground floor uses including cafes, restaurants and an open courtyard.

As part of the retail provision a collection of independent shops and cafes are envisaged which could provide an alternative offer of interesting and local products currently not provided elsewhere in the town currently.

Option 3 is sufficiently flexible to allow alternative uses (e.g. an increasing element of housing) to be brought forward on particular Parcels. The soft market testing, market assessment and viability work undertaken to date demonstrates that the mix of uses proposed under Option 3, which has an emphasis on retail and leisure, is best matched to the overall objective for KEG and is deliverable.

KEG provides the opportunity for the delivery of a scheme incorporating leisure uses with sufficient critical mass to act as a destination on the eastern side of Kidderminster town centre; which would help reverse the decline of the area and rebalance the town centre.

### Transport and Movement

- Works are required to the roundabouts at Comberton Hill and Birmingham Road Junctions to provide meaningful improvements to crossing facilities for pedestrians and cyclists by providing at grade facilities and enhancing the public realm.
- Further work will be needed to develop detailed schemes for improvements at these junctions and to explore the opportunities for incremental delivery. Meaningful improvements to these roundabouts will be expensive but taking a strategic approach to address the ring road at these points has the following potential benefits:
  - Introducing at grade crossing facilities across the ring road whilst optimizing vehicle capacity and accommodating growth is likely to be more effective if a corridor approach is taken;

- Changing the character of the ring road from that which causes significant severance to somewhere that is easy to cross at desire lines requires a comprehensive approach. That is likely to include the introduction of standalone pedestrian / cycle crossings, as well as facilities at the roundabout junctions. Introducing standalone facilities may only be feasible as part of a broader strategy;
- Changing the character of the ring road from that which is an unattractive part of the townscape to somewhere attractive will be a challenge and requires a strategic urban design approach that can be delivered incrementally;
- Attracting funding will require a strong business case which will need to identify the developments and economic growth that are unlocked as a result of any scheme. The more sites and development the works can be linked to, the stronger the business case is likely to be. Looking at the corridor rather than individual junctions is likely to make this easier.

## Car Parking

The Bromsgrove Street car park delivers revenue for WFDC. WFDC require proposals to retain or replace this source of revenue with revenue stream at least equivalent. There are approximately 330 public car parking spaces on the site which serve the wider town centre and the existing Glades Leisure Centre (which is to close in July 2016). Public car parking is also available at the Swan Centre.

The separate transport report concludes that on the basis of the information available, there is no requirement for car parking on the re-developed site other than that directly required for, or attributable to, the new uses.

Current draft guidance seeks developers to take an evidence-led approach justifying the level of provision in the context of the relevant policies and approach for assessment. Provision will therefore be dependant on a precise scale, mix and detail of the development proposed and how the site will be managed.

The preferred option includes 546 parking spaces, the level of parking provided is to support the uses within the development and not to provide public parking on the basis that:

- a. the maximum demand for leisure/restaurant use (evenings) will not coincide with the maximum demand community / education use or retail use (daytime) during the week
- b. the maximum demand for leisure /restaurant use and retail will not coincide with the maximum demand community education use at weekends
- c. the site is a town centre site and there is some spare capacity in nearby car parks which visitors could use on very busy occasions
- d. the proposed multi-storey car park would be a shared public car park for the retail/ leisure elements and would therefore serve the whole of the development

The provision assumes that each residential unit would be provided with one car parking space, in keeping with car parking standards of one space for one to two bed residential units. Parking within Parcel 4 is envisaged to be delivered as a shared space broken up by trees and landscaping and improving the quality of existing parking provision.

The remaining spaces within parcels 1, 2 and 4 could provide a rental income to WFDC. It is envisaged the MSCP within Parcel 1 could generate a substantial gross income. However whether WFDC could take the benefit of some or all of the income would depend on the structure of the transaction agreed in disposing of the site. An additional or alternative source of revenue would be for WFDC to dispose of sites, i.e. the balance between capital and revenue by way of long leasehold interests subject to ground rents – which the WFDC would take the benefit of.



### a) Option 3 – Preferred Option Pedestrian access via existing ‘Step Entry’ to Worcester Street

The site is currently accessed from Worcester Street via ‘Step Entry’, a direct but stepped and narrow pedestrian link from the site to the town centre. This is identified as a key issue in accessibility terms, although improvements (such as improved / innovative lighting) are achievable. Option 3a (below) uses the existing Step Entry access and is, a minimum intervention solution.



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1. Cinema with cafe/ bar/ restaurants and multi-storey car parking
  2. Creative/ serviced workspaces with active ground floor uses and basement gym
  3. Cafe/ bar with residential/ workspaces
  4. Retail use and/ or Residential
  5. Existing Youth Centre
  6. Community use (education/ healthcare) and/ or Residential
  7. Retail/ leisure – independents
  8. Cafe/ bar to rear/ upper floors of Worcester Street properties
  9. Key gateway for pedestrians/ cyclists
  10. New gateway square
  11. New public realm (and connectivity in option b) below)
  12. Significant urban realm

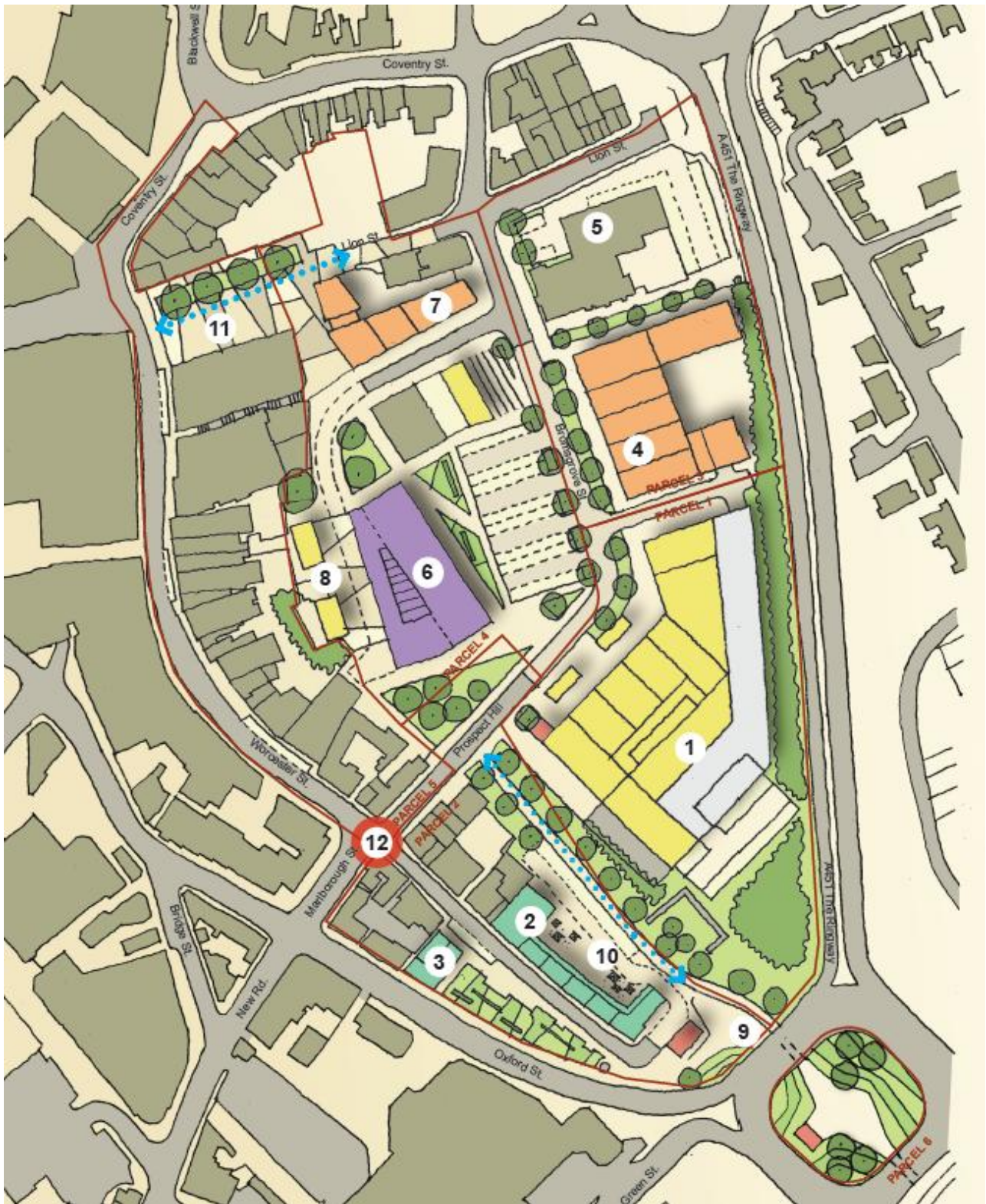
### **Option 3 – Preferred Option**

#### **b) Pedestrian access via improved linkage to Worcester Street**

Through the engagement and feedback process a common theme was the need for Worcester Street to feel more attractive to pedestrians. This could be achieved by creating a pedestrian link at 1 Worcester Street through the partial removal of (the former Woolworths building), improving links with Bromsgrove Street on site and the future appeal of the wider redevelopment of KEG. Option 3b (below) illustrates the scope for improved linkages and urban realm by creating a wide link from Worcester Street restoring the original street.

Improved linkage and accessibility between KEG and the town centre (via Worcester Street) should enhance the marketability of KEG as a redevelopment site, and the speed of its delivery, and should increase land values although the quantum of uplift is difficult to quantify.





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The following illustrations provide an indication of how the preferred option may look.

*Viewpoint on Bromsgrove Street on site (adjacent to Plot 7)*



*Viewpoint on corner of Bromsgrove Street/ Lion Street*





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*Viewpoint from Comberton Roundabout/ Oxford Street looking towards Magistrates Court*



*Viewpoint from Worcester Street looking towards Prospect Hill*



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## 9. Recommendations and Conclusions

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The principal objective of this report is to set out a framework providing a practical and deliverable route to create a new identity for the Kidderminster Eastern Gateway. The process has taken into account the physical, transport, planning and market environments of the site as well as the wider context.

The baseline assessment has taken into account potential contamination and geo-technical issues which have been factored in to viability assessments.

Access and movement issues for vehicles and pedestrians have been set out with various levels of intervention identified, delivery of which will be dependant on appetite and budget to make significant positive impact.

The baseline assessment combined with soft market testing and stakeholder liaison have shaped the drafting of three indicative schemes (1. Retail and Leisure; 2. Residential-led; and 3. Mixed Use) which were the subject of public consultation.

The mixed use option (option 3) has been selected as the preferred option as it most closely meets the objective of what the framework set out to achieve:

To bring forward an exciting new destination for Kidderminster Town Centre:

- To rebalance and improve the vitality of the town centre as a whole;
- To diversify the town centre offer with uses that generate an improved day and night time economy and footfall;
- To improve connections to Worcester Street and the High Street, to augment the scheme's interaction with the Town Centre core;
- To support local business and enterprise;
- And
- To encourage greater dwell times, through improved public spaces and uses serving the community.

The preferred option reflects a mix of uses which encourage access and activity throughout the day by the inclusion of leisure, residential and retail uses as well as potential for community, medical and/ or education uses. The preferred option offers flexibility in terms of massing and uses in order to be able to respond to market change.

## **Next Steps**

Following preparation of this framework report, immediate workstreams to be considered include (although not limited to): demolition, ground remodelling, infrastructure delivery, branding and marketing.

The position, aspirations and objectives of each of the parties will need to be fully explored and understood at the next stage in order to inform decisions about how KEG is delivered. There are a number of alternatives which can be reviewed against the Council's and other landowner objectives to inform whether or not a fully inclusive landowners' agreement is entered into.

These workstreams will form the next stage in the process to include scheme phasing and delivery mechanisms.

