

Report to: Joint Commissioning Board, 13 April 2022

Report from: James Hill, Director of Housing, Neighbourhoods and Buildings (PCC) and Kelly Nash, Corporate Performance Manager (PCC)

1. Purpose

1.1 The Cosham Area Opportunity has been fully explored and this report updates the Exec Board on the progress of the work, and makes recommendations for its progression.

2. Recommendations

2.1 It is recommended that:

- The Cosham Working Group is incorporated into the governance of a PCC led regeneration scheme for the Cosham Opportunity, to ensure ongoing stakeholder engagement and influence.
- An update is given to PCC members confirming the intention to formalise the regeneration project.

3. Background

3.1 The then Portsmouth Health and Social Care Executive (now Joint Commissioning Board) endorsed the creation of a Cosham Working Group chaired by James Hill as an exec member to explore the Cosham opportunity. The opportunity arose from a number of public sector organisations looking to dispose of estate in the area or create new facilities, which meant that land could be assembled to take forward a well-planned development for the benefit of the area. The exec recognised the potential opportunity arising from separate agency site specific discussions which could yield more if coordinated and viewed holistically, and tasked the CWG to manage this process.

3.2 The group proceeded to form and pull in a range of partner representatives. A terms of reference was created for the group (attached as Appendix 1). The group secured One Public Estate funding to support the work to explore the opportunity. PCC's strategic development service working alongside PCC's design services were commissioned to engage stakeholders to understand the scope of the opportunity and to provide an overview of the potential for the opportunity. This brief is set out at Appendix 2.

3.3 PCC members, group leaders and the MP for Portsmouth North were sighted on the work and the work of the group has provided regular updates to the exec board.

3.4 Separate to this work PCC has consulted on the City's Local Plan and the Cosham area is noted within that plan as an area offering development opportunity.

4. Note of thanks

4.1 The authors of this update wish to place on record a note of thanks to the exec board for their support of this work and their representatives that have participated in the working group. The work has enjoyed the benefit of strong and positive engagement with a clear understanding from all of the benefits of working together and the significance to the local community and the City in appraising the opportunity from a strategic perspective.

- 4.2 PCC regeneration directorate have adapted to the change in approach particularly in relation to the PCC owned PCMI site and also progressed the land assembly work which will be a key part of enabling the regeneration of the area.

5. Update

- 5.1 Cosham opportunity area has been 'explored' and the stakeholder engagement has provided a clear indication of the scope of the opportunity. Land assembly work is underway and PCC remains a key enabler for the regeneration of the area, working in partnership and engaging with stakeholders.
- 5.2 Engagement work to date has focussed primarily on a range of stakeholders including agencies with interest in the area. The team took the opportunity to use Public Community Engagement events to listen to the community on their thoughts about other key developments in the North of the City, including highways improvements and proposals for improvements to King George V Playing Fields. That has been helpful and alongside the feedback on the local plan consultation provides some insight into the view of the community about the Cosham area.
- 5.3 OPE funding has supported the work to date and will remain connected to the work going forward, and it may be that there are further opportunities through this route to bid for funding support.
- 5.4 The CWG were presented on the 18th Jan 2022 with an overview of the exploration work (presentation attached as Appendix 3) and the recommended next steps. The CWG agreed the next steps and recommendations as shown in this report.
- 5.5 The work of the CWG to date will form the basis of the project initiation document and provides a 'design brief' to take the opportunity forward and for the ongoing community & stakeholder engagement

6. Proposal for next steps - launching a formal Cosham Regeneration Project

- 6.1 Based on all the work from the CWG, we have now reached the point where a formal project structure should be set up and the benefits of the opportunity realised through a regeneration scheme with PCC as the most significant land holder leading that work. There has been huge value in the CWG as a stakeholder group, and our recommendation would be that this stakeholder group remains part of the Cosham Regeneration project governance.
- 6.2 PCC will hold the project and seek the appropriate funding to support the project from capital resources and external funding streams where available, including One Public Estate. We would welcome partner organisations also highlighting where funding opportunities may be available through other routes which they might be aware of and able to access, where these are appropriate.

7. Member Update

- 7.1 A PCC member update will be created to provide an update of the work to date and the next steps.

8. Wider estate discussions

- 8.1 The CWG has primarily been focussed on the sites specifically located in the Cosham Opportunity Area and has pulled in a range of stakeholders that would not otherwise be involved in the existing forum which tends to look at 'estate interests' broadly in the health and care arena - Local Estates Forum. The CWG has seen additional value arising in peripheral 'property' led discussions, for example, through the Cosham discussions, a connection arose between the PHUT and PCC Housing Service. A team from QA will be relocated into underused space with the Paulsgrove Housing Office providing a great accommodation solution for PHUT, and income for the housing service. The example highlighted the benefit in maintaining the connections between estates & property across a wider range of public services within Portsmouth at an operational level overlaid with the City wide strategic perspective.
- 8.2 In this spirit, it would be helpful at this point to return to conversations (which started pre-pandemic but have not progressed due to wider pressures) about how we collectively move the Local Estates Forum into a space where it can perform that function. It is recommended that this is a discussion for James Hill and Michelle Spandley (as LEF chair) to follow up.

COSHAM WORKING GROUP - TERMS OF REFERENCE DOCUMENT

1. Background to the Cosham Project

- 1.1 An identified Opportunity Area in the Local Plan lies to the west of Cosham District Centre High Street and partly within the secondary retail area. The Cosham District Centre is a successful retail centre, part pedestrianised at the northern end of the High Street with a selection of national chain and local shops. The identified area of opportunity lies over Northern Road (A397) north of the railway line and an area north of Southampton Road.
- 1.2 The Opportunity Area is in a sustainable location with many key facilities in easy walking distance and good rail and bus connections into Portsmouth. The adjoining retail centre, dominated by high street chain stores, could be vulnerable in the long term due to the impact of COVID-19; decreasing footfall; competition from online shopping and other larger retail zones. Regeneration of the Opportunity Area to deliver significant new residential development, supported by employment uses delivered by community and commercial development, could therefore support the long-term vitality of the area.
- 1.3 The Opportunity Area presents an opportunity to provide high rise residential development that would deliver in full the Council's housing need for the area alongside high volume market housing.
- 1.4 The parcels of land within the Opportunity Area are within the Council's ownership or the ownership of other public sector bodies. Council owned properties include Portsmouth Craft and Manufacturing Industries (PCMI); Edinburgh House on Southampton Road and the Community Centre and Wooton Street car park along Northern Road. Additionally, an existing operational police and fire Station, health centre, surgery and telephone exchange buildings are positioned along Northern Road.
- 1.5 There has been significant engagement with community partners currently located within the Opportunity Area. This has identified multiple stakeholder requirements for facilities and buildings within the area. It has been separately agreed that it is appropriate to play this potential scheme into the Local Estate Forum (managed by Portsmouth CCG) because of the multiple partner interests; and to ensure that there is a role for Health and Care Portsmouth in developing a future vision for the area. This is particularly important given the potential opportunity for development of health facilities in the future, the ability to bring together multiple organisations, and the potential for creation of a "healthy place".
- 1.6 The Leader of the City Council, deputy Leader and their cabinet members for Housing and Adult Social Care have been briefed on the opportunity. Of significance to the opportunity and a clear indication of the commitment to the opportunity was the administration's decision to make available the PCMI site to be considered as part of the Opportunity Area.
- 1.8 The Leader has also briefed Group Leaders, the ward members for Cosham and the City North MP to make them aware of the project and the part that PCC plays in the opportunity. Of note was the recognition that this had strategic significance and the potential to deliver a aspirational development for Cosham. It is vital that the Administration, Group Leaders, Ward Members and the City North MP have ongoing involvement as stakeholders and key decision makers for the PCC elements of the project.

1.9 The opportunities and requirement identified are summarised below:

- HFRS need to relocate the fire service provision in Cosham as the current station is no longer fit for purpose and the existing site is too small - this is an urgent requirement and a time critical business case is required at the HFRS Board in December 2020. The preferred and only relocation site being developed with considerable investment is PCMI, a PCC building adjacent to the site of Edinburgh House and Highclere.
- The existing HFRS site on the High Street would then be disposed of to PCC and a letter of intent to support this is imminent.
- Hampshire Constabulary are vacating the Police Station as part of their approved Estates Strategy. The expectation is that the site will be vacant in early 2021 and that the existing site on Northern Road will be surplus to requirements and be disposed of to PCC and a letter of intent to support this is imminent.
- The current Cosham Health Centre building is due to be vacated in 2021 with the GP Service being reprovided on the "Highclere" site adjacent to PCMI. The business case approving this move is to be presented to the Primary Care Commissioning Body in July 2020 where once approved will be submitted to NHS England for approval of funding. It is expected that the existing site once declared surplus to requirements will then be disposed. PCC are writing to NHS Property Services to outline an expression of interest in acquiring.
- The Cosham Community Centre is managed by the PCC housing service and is a viable centre with good community use. The Public Toilets and car park are also managed by PCC. All are well used and viable. These are considered to be available for the scheme albeit subject to re-provision within the wider development.

1.10 There are further potential opportunities to consider if other disposals could be linked to the programme due to re-provision of services in a new development - for example, Medina House, Cosham Library. These are ideas at early stage of development but important to note at this point.

1.11 This range of opportunities will be submitted to the One Public Estate Programme, seeking funding to support the development. The working group will oversee the development of any emergent project.

2. WORKING GROUP PURPOSE

2.1 The core purpose of the Cosham Working Group is to oversee working to progress the Cosham Project including:

- a) Ensuring the development opportunities proposed for Edinburgh House, PCMI and Highclere are progressed through a collaborative approach to planning, design and access for a "campus" approach. This will ensure that a high quality development at the entrance of Cosham is delivered that maximises community benefit that may otherwise be unachievable if developing each plot in isolation.
- b) Working together to assemble and acquire the land parcels that become surplus to requirements to enable regeneration of the vacated sites along the high street area of Northern Road (note that Portsmouth City Council are likely to take the lead in this area due to capital finance rules).

- c) Ensuring that a masterplan for the whole area is developed that takes into account the opportunities for additional housing, community facilities and economic development in the area, for example supporting footfall on the high street, modifying transport links and enhancing public realm.
- d) Overseeing the production of a development brief that will turn the wider aspirations for the area into a reality.
- e) Providing assurance that there is adequate resourcing from partners on the project.
- f) Ensuring community and stakeholders are engaged and remain at the heart of the realisation of the opportunity.

This work will include:

- Understanding housing need local to Cosham (including requirements for supported housing such as extra care)Rationalising estate (including disposal and/or acquisition)
- Understanding public service need in the area (health and community services for example)
- Understanding public service requirements in the area
- Identifying the resultant opportunities to reshape the estate to support these wider needs.

2.2 The Working Group will adopt a whole system approach and act to the benefit of the wider partnership and community. The Group does not have powers formally delegated to it by the Boards of its membership. Instead it provides a forum where project leads of key organisations meet to agree shared positions that can be taken forward by the individual organisations acting together.

3.0 RESPONSIBILITIES

3.1 The focus of the Cosham Working Group will be the effective masterplanning and redevelopment of the sites listed in the preamble. There may be other opportunities identified through the work that will come into scope as the project progresses.

3.2 Accordingly, the working group will adopt a strategic “whole system” approach to considering the imperatives listed above. This means that the group will consider:

- Housing provision
- Community facilities
- Service provision, including healthcare and community safety
- Transport
- Economic opportunities

3.3 In carrying out its functions, the Cosham Working Group will act as the commissioner for any funded One Public Estate programme, and will also link into the new governance arrangements for Health and Care Portsmouth, via the Health and Wellbeing Commissioning sub-board.

3.4 The working group will also have a responsibility to manage stakeholder relationships and communications with key stakeholders in the area, including the community.

4.0 SCOPE OF AUTHORITY AND DECISION-MAKING

4.1 The Cosham Working Group is required to work in accordance with these Terms of Reference and the key standards, rules and delegations relating to the individual organisations represented.

5.0 MEMBERSHIP, QUORUM AND ATTENDANCE

5.1 The members of the Cosham Working Group have been drawn from local key stakeholder organisations. The names of the organisations to be represented on the Cosham Working Group, together with the names and job titles of current nominees are:

- James Hill, Director of Housing, Neighbourhoods and Building Services, PCC
- Tristan Samuels, Director of Regeneration, PCC
- Michelle Spandley, Chief Finance Officer, PCCG
- Sylvie Macey, Primary Care Estates Programme Manager, PCCG
- Kirstie-Marie Carter, Estate Development Officer, HFRS
- David Clayton, Team Leader Blue Light and Corporate Estate, HCC
- Representative from Portsmouth Hospitals (to be confirmed)
- Paddy May, Corporate Strategy Manager, PCC
- Kelly Nash, Corporate Performance Manager, PCC

5.2 In addition to the members listed at Annex 1, other individuals may from time-to-time be invited to attend sections of meetings as “subject matter experts” to assist the deliberations or provide information. A request to invite such subject matter experts should be notified to the secretariat in advance of the meeting in question and agreed by the Chair.

5.3 Members of the Cosham Working Group are expected, as dictated by the structure of their organisations, to keep their Governing Bodies and Senior Leadership teams briefed about the proceedings of the Cosham Working Group.

5.4 Members are expected to contribute data and information to meetings of the Cosham Working Group and/or any associated task and finish groups or project teams as necessary to achieve the objectives of the group. It is recognised that member organisations may regard some data as being commercially sensitive and thus not available for sharing among other members of the Group, but such instances are expected to be the exception rather than the rule.

5.5 It is proposed that the Working Group will be chaired by Portsmouth City Council, rotating between the Director of Housing, Neighbourhoods and Building Services and the Director of Regeneration.

5.6 The meetings will be quorate at the discretion of the Chair who will determine whether there is sufficient number and range of representatives having regard to the nature of the business to be transacted at the specific meeting.

5.7 It would normally be expected that there would need to be at least three representative organisations present to be quorate.

6.0 FREQUENCY

6.1 Meetings of the Cosham Working Group will normally take place monthly. The frequency of meetings will be reviewed from time to time. Additional meetings may be called by the Chair if deemed necessary.

7.0 MANAGEMENT

7.1 Decisions will generally be made on the basis of consensus. In certain circumstances it may be necessary for all members to vote, normally by a show of hands.

7.2 Support to the Working Group will be provided by the Strategy Unit at PCC, as part of the One Public Estate programme management.

7.3 The agenda and any papers shall normally be circulated to members no later than three working days before the date of the meeting.

7.4 The Working Group meetings will be minuted/noted with the minutes/notes distributed to the CX level of the working group members and stakeholders as appropriate.

8.0 REPORTING

8.1 The Cosham Working Group will report to the Portsmouth and Gosport Strategic Land and Assets Board (OPE oversight) and the Health and Wellbeing Commissioning sub-board (Health and Care Portsmouth oversight). As previously set out, members of the board are expected to keep their organisations apprised of the work of the Board.

Approved by: Cosham Working Group

Date Approved: 19th October 2020

Next Review due: 6 months (March 2021)

Appendix 2 - Cosham Redevelopment Next Step Proposal

Background

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This range of opportunities will be submitted to the One Public Estate Programme, seeking funding to support the development. The working group will oversee the development of any emergent project.

City Vision

The project should also take into consideration the Imagine Portsmouth project which was created in 2019. It is led by a partner board made up of representatives from 13 major organisations and partnerships in Portsmouth, as well as representatives from BAME communities and the youth parliament. It is now calling on businesses, organisations and community groups in the city to get involved and commit to supporting the vision as they create their own plans for the future.

The vision sets out what kind of city Portsmouth wants to be by 2040, what people in the city value, and what they want to prioritise when it comes to key areas of city life. For example – health and wellbeing, culture, education, the environment, transport and business.

More information available at <https://imagineportsmouth.co.uk/>.

Proposal

It is proposed that the next steps for the project will inform the design brief which will be utilised along with other materials in the development of a masterplan. It is proposed that the key OPE stakeholders provide insight to enable the development of a design brief so work can begin on massing for the various sites and some high level viability work which will provide a better understanding of the opportunity the sites present. In order to develop the design brief the following is proposed:

Information Gathering

This task involves gathering existing plans and information on the site and putting the information into a project file structure on the DMS. It should include where possible information on Planning Policy (Area Action & Local Plan if available), existing planning applications, details relating to the land assembly, title reports, works completed to date, land assembly timelines, massing reports, designs and any other project related documentation.

Needs Assessment

The needs assessment task involves contacting the various stakeholders to ascertain and document their aspirations and requirements. It should seek to obtain information relating to desired levels of engagement, visions for the site and what success would look like from each stakeholder perspective. The key to this will be capturing One Public Estate (OPE) requirements and deliverables but should also include various stakeholder groups, such as but not limited to blue light services/NHS/Solent NHS/QA Hospital / Network Rail/ Ward Councillors and PCC internal stakeholders such as planning development control, housing, culture, leisure, economic growth, community uses and transport.

The responses collated from the group could be used to inform and respond to Regulation 18 of the Town and Country Planning (Local Planning) Regulations.

Broad Programme & Key Milestones

The needs assessment and information gathering indicated above can run in parallel and so it is anticipated that an outline report can be provided by the next OPE meeting if the proposal is adopted.

Indicative Programme:

Complete needs assessment (2 months)
Capacity/Massing high level viability (1 month)
Develop design brief (2months)

Resourcing Requirements

It is proposed that PCC utilise in-house resources where possible in development of the design brief.

1 x Strategic Project manager
1 x Principal Architect
1 x Support Officer

Indicative Costs

A high level feasibility study would include conceptual drawings of the potential future site and viability modelling will ensure indicative costs are captured allowing options to finance the project to be developed. It is recommended that a high level viability/feasibility study is conducted early to understand the potential capacity of the site and whether there are viable options available before commissioning works related to detailed Masterplanning.

A high level feasibility study would cost in the region of £30k
Analysis of needs assessment and information gathering £10k

Deliverables

- Analysis of stakeholders needs
- Develop a design brief informed by the needs assessment
- Massing study with high level viability appraisal

OPE Stakeholder Feedback

This sections purpose is to obtain the aspirations and requirements of the OPE stakeholders involved with regards to the potential regeneration scheme in the centre of Cosham.

This information gathering exercise will provide the Project Team with a better understanding of what's important to various stakeholders and will inform the vision in the development of a design brief.

Questions

1. What does a successful regeneration scheme in the centre of Cosham look like for your organisation (and your clients/customers)?
Please include any strategic visions or plans you have for this area

Answer:

2. Why is this important to your organisation?

Answer:

3. What do you think works well in Cosham and what could be improved?

Answer, works well:

Answer, could use improvement:

4. What should this project seek to prioritise in order to make the regen/development a success from your organisations perspective?

Examples include; improved access to health facilities, transport, public realm, lighting, layout, security, affordable housing etc

Answer:

5. How important is it to your organisation to see the priorities outlined above in question 4 are met?

Answer:

6. Do the priorities that are important to your organisation benefit the wider Cosham community in some way, if so how?

Answer:

7. What problems/issues/concerns has your organisation faced in this area?
Please also state any thoughts on how we may avoid those problems with a new development

Answer:

8. What level of involvement in any redevelopment would your organisation like?

This may be a desire to just be kept informed of progress or potentially involved in the development of designs or management / ownership of part of the new development

Answer:

9. Are you aware of any funding or grants available that could support your organisations aspirations as noted in Q.7 for the masterplanning/design works phases (or further if appropriate)?

Answer:

10. Who do you consider to be key stakeholders?

It would be useful to provide detail of key organisations you work with to deliver services in the Cosham area as well as any other stakeholders you consider key

Answer:

Any other comments:

Additional Comments:

Name of person completing:

Job title:

Representing: