

Report of the Director of Place to the meeting of Regeneration and Environment Overview and Scrutiny Committee to be held on 3rd October 2023

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Subject:

Darley Street Market Project

Summary statement:

This report will update Members on the current progress of the Darley Street Market development scheme.

EQUALITY & DIVERSITY:

The market aims to maximise public access by being fully DDA compliant whilst offering excellent customer facilities including accessible toilets, Changing Places toilet, gender neutral toilet and separate parent and baby changing facilities, prayer/contemplation room, ablution room and indoor and outdoor seating.

The fresh food and food related goods offer will focus on providing opportunities for a diverse international fresh and hot food offer that reflects the socio-demographic profile of the district. The market is designed to attract a wider customer base through an events programme and to widen its appeal to new shoppers and new visitors to Bradford.

In addition, there will be a focus on changing trading hours to allow the hot food and beverage hall to trade into the evening to support the city centres' nighttime economy.

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**Portfolio: Regeneration, Planning &
Transport**

Overview & Scrutiny Area:

Regeneration and Environment

1. SUMMARY

- 1.1 This report will update Members on the progress of the Darley Street Market project since the last report presented to this committee on 20th September 2022.

2. BACKGROUND

- 2.1 In August 2017, Bradford Council appointed Greig and Stephenson, Architects, to lead a multi-disciplinary team of professionals with specialist market knowledge to develop concept designs for Darley Street Market.
- 2.2 The concept designs were presented to the Council's Executive at its meeting on 10th July 2018, who recommended the project proceed to detailed design stage, planning submission and construction. The Executive at its meeting on 8th January 2019, recommended extending the scope of the project through the acquisition by Compulsory Purchase Order of additional properties to deliver an enlarged market scheme along with a new outdoor market square.
- 2.3 Bradford Council's external design team submitted a planning application on 18th February 2019, with planning permission being granted on 21st May 2019.
- 2.4 Kier Construction were appointed in December 2019, to work alongside our external design team in contributing towards the final design, buildability and timetable.
- 2.5 Work on site commenced in May 2021 with the demolition of several properties on Darley Street. This was completed in April 2022, when the construction of the new market and market square commenced.
- 2.6 Darley Street Market will have four principal levels segregated into the following general categories:
- 1) **Level -1: underground delivery and waste handling area** located directly underneath the market square area including 17 individual storage rooms, 2 electric vehicle charging points, showers and bicycle storage.
 - 2) **Level 0: General Merchandising Hall** offering 28 stalls/units specialising in non-food, services, health & beauty as well as 3 external units; 2 cafes and 1 flower unit that can trade directly onto the market square.
 - 3) **Level 1: Fresh Market Hall** offering 32 stalls/units selling fresh foods along with 2 'pop up' test trading or short-term trading spaces.
 - 4) **Level 2: Dining Hall** offering 13 kiosks, seating for 500 customers both indoor and on the external terrace balcony and a stage for day and evening entertainment.
- 2.7 The market square will be a place for people to meet family and friends and where regular community, commercial, charitable and leisure events can take place. Around the edge of the market square will be seating for up to 66 people. 8 no large 7m x 4m umbrellas complete with heating and lighting will offer protection from the weather for ad-hoc trading and outdoor events. The umbrellas can be converted easily into a large 'pop up' marquee for bespoke events. Access onto the square is via three separate gated entrances, ideal for managing and delivering ticketed film or music events.

- 2.8 The design and layout of the new market takes advantage and makes use of the sloping adjacent streets of Darley Street and Piccadilly by providing street access to two out of the three trading levels – Levels 0 & 1.

3.0 REPORT ISSUES

- 3.1 A leasing brochure was published in January 2022 and widely promoted to potential businesses to register their interest in applying to trade in the market. Interest was strong and 261 outline expressions of interest were received.
- 3.2 An online application process was announced in June 2022, which guided both existing and new businesses on how to apply for a stall(s).
- 3.3 Each applicant was expected to demonstrate a sound business model, relevant business experience, marketing and promotional skills and an ambition to create a high quality and attractive shop unit. Applicants who propose to sell hot foods were also required to demonstrate how they can contribute to Bradford Council's good food vision and to meet consumer's growing demands for healthier foods.
- 3.4 The stall application process closed on 18th September 2022, with 141 applications being received. 62 applications were from existing market tenants and 79 applications were received from new businesses, many from outside of the District.
- 3.5 The breakdown of these applications is as follows:
- Level 0 - 47 existing market businesses & 33 new businesses
 - Level 1 - 10 existing market businesses & 18 new businesses
 - Level 2 - 5 existing market businesses & 28 new businesses
- 3.6 Each application was reviewed and scored by a trader selection panel made up of six persons: three market officers, two business advisors and a business support officer from the National Market Traders' Federation.
- 3.7 The application process resulted in the following:
- 43 businesses that represents 54 of the 63 stall/units on Level 0 & 1 have received and accepted their provisional offers.
 - 28 businesses placed on a reserve list should any of the selected traders withdraw.
 - 18 businesses rejected as being unsuitable or submitted a poor application.
 - 12 businesses subsequently withdraw their application.
 - 40 businesses have been pended. These businesses are either recent applications that are currently being assessed or have applied for our Level 2 Dining Hall and will be considered jointly with our operating partner when they are appointed in November following a competitive tendering exercise. The operating partner will manage the front of house operations, catering standards and sub-tenants on behalf of Bradford Council.
- 3.8 Stall enquiries continue to be received and reviewed with direct approaches taking place with selected businesses that can add value to the market's tenant mix.

- 3.9 The initial 43 selected business has been invited to initial meetings to discuss their shop fitting proposals and to gather information about their vision for each stall such as the types of display counters, product displays, wall and floor finishes, shelving, lighting ideas and signage designs. Each business has been provided with a stall layout plan and a 3D drawing to help them visualise how the stall will look.
- 4.0 The market is finished to an exceptionally high modern standard and it is important that each stall reflects this by providing an appealing high-quality design and professional product display offering market customers with a pleasurable shopping experience. To assist this process, Bradford Council has produced a stall design guide for traders that sets out our aspiration for the design of each stall from both a technical and quality perspective and to ensure consistency in the appearance and design of all stalls.
- 4.1 To assist each selected business achieve the required retail stall design, Bradford Council will offer a capital grant contribution and share the costs with traders towards their fitting out works. Each business can apply for a grant of up to 50% towards their fitting out costs up to a ceiling level that has been assessed for each stall.
- 4.2 To ensure the fitting out of each stall is carried out in a professional manner, follows the design intent and quality set out in the stall design guide, Bradford Council will appoint a stall fitting out contractor to work with each trader to create each bespoke stall design and to carry out the works on the trader's behalf.
- 4.3 Darley Street Market is not only a place for retailing but also provides opportunities for creating a vibrant and engaging community space where local community groups can benefit from the footfall the market will generate to raise their profile.
- 4.4 A series of community engagement events were held in museums and libraries and supplemented by online events. Through in-person meetings and online outreach, hundreds of community organisations were contacted, targeting families, youth, entrepreneurs, artists and social/recreational groups, including larger organisations like the Science and Media Museum and Bradford Producing Hub.
- 4.5 The engagement exercise was well received and resulted in a total of 76 applications being received from a variety of organisations reflecting the vibrant community spirit in the Bradford District.

5. TIMETABLE

- 5.1 Kier Construction is expected to complete the market building by the end of this year after which Bradford Council will manage several fitting out activities prior to the opening of the market, expected in May next year. These activities are as follows:
- **Stall Fitting Out Works** – The appointment of a fitting out contractor will take place at the end of October commencing with a thorough consultation exercise with each tenant over a six/eight week period to prepare detailed shop fitting drawings and a fully costed schedule of works for the tenant and Bradford Council's approval. The contractor will ensure that any equipment that is manufactured to order, such as refrigerated counters, are procured in a timely manner and brought to site when required. The fitting out works on site will

commence in January and expected to take up to 16 weeks to complete. The works will also include the installation of cooking extraction and canopies to each of the hot food and beverage kiosk as well as the internal and external terrace tables/seating.

- **Outdoor Screen and associated Audio Visual equipment** - A 7m x 4m LED screen will be installed that will form the focal point for activities on the market square. The screen will be linked to multiple indoor screens so that screenings can be shown simultaneously inside the market and on the market square. Digital signage will be installed at each of the five street entrances to the market along with two internal floor standing advertising and informational screens.
- **Market Square planting** - The planting around the new square has been designed to add a soft element to the hard landscape areas whilst providing year round interest and high ecological value. Shrubs, herbaceous plants and bulbs have been selected to create a high visual impact with a changing colour palette throughout the year. Particular species have been selected to create habitat for a range of insects with a particular focus on pollinators.
- **CCTV** - public safety and footfall counting cameras will be installed both internally as well as externally including the market square
- **Heritage Items** - Two sets of gates and overthrows from the former Kirkgate Market will be restored back to their original colour and repaired to a standard that can be put on display on the market square and Dining Hall.
- **Information Technology** - The market will be fitted with high speed wi-fi for the public as well as a secure private broadband connection for traders to take card payments and manage their e-commerce and online promotional activities. In addition, all traders will be provided with internet telephony. The IT solution will also allow for the introduction of food ordering apps, both table and deliveries, for our Dining Hall customers. Virgin Media O2 as the council's incumbent network provider will be providing a fully managed service that will include pro-active monitoring and maintenance.
- **Access Control** – Non-public areas will be controlled by an access control system which enables Bradford Council to manage the security to the back-of-house areas that are accessed by traders and Council staff. The system will enable the use of smart phones instead of a card or fob to unlock any authorised secure doors.
- **Stage Lighting** – LED colour lighting and lighting pre-set controls have been specified by colleagues in Theatres and will enhance the use of the stage by visiting performing artists.

6. OTHER CONSIDERATIONS

- 6.1 Bradford Council's vision for the new market is not only to revitalise and modernise its market offer but also to act as a catalyst for the regeneration of Darley Street and surrounding area.
- 6.2 It is encouraging that the owners of the buildings on either side of the market have submitted a planning application, as well as seeking funding from the City Centre Townscape Heritage Scheme, to upgrade their properties, which have been vacant for several years, and to let to potential tenants to coincide with the opening of the market. It is envisaged that the market will encourage further investment by other property owners.

- 6.3 A marketing and promotional activity plan is being prepared that will include both pre-opening, opening and post opening activities that will also include events on the market square during Capital of Culture 2025.

7. FINANCIAL & RESOURCE APPRAISAL

- 7.1 There are no financial issues arising from this report.

8. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 8.1 A governance board has been set up which is chaired by the Assistant Director for Assets & Facilities Management that includes the Assistant Director for Economy and Development and senior officers from Procurement, Finance, Legal, Client Services, Markets and Marketing & Communications.
- 8.2 The board oversee all matters relating to deliverability, building designs, procurement, construction, finance and legal matters.
- 8.3 Risks are routinely identified and assessed throughout the course of the project and logged onto the Project Risk Register and allocated to the most appropriate owner who is best able to ensure appropriate management of the risk. Ideally, risks are eliminated during the development of the scheme, however, those that are unable to be closed are monitored and, where required, actions to mitigate or reduce the risk are put in place.
- 8.4 Any lessons learnt during the life cycle of the scheme will be entered into the Lessons learnt Log and reported monthly to the board for review and further action.

9. LEGAL APPRAISAL

- 9.1 There are no legal implications.

10. SUSTAINABILITY IMPLICATIONS

- 10.1 The District Plan endorses sustainability and this investment delivers positive contribution to social, economic, environmental and culture performance and impacts in design, operation and business practices.
- 10.2 The new market will be an energy efficient, sustainable and low carbon building containing a computerised building energy management system to monitor, analyse and control the market's internal environment and energy systems. Almost 200 high-quality efficient solar roof panels will be installed that will provide enough power to operate the lifts, escalators and some energy efficient lights during daylight hours.
- 10.3 Automatically controlled natural ventilation louvers manage the heat accumulated during operating hours and to maintain ensure internal air quality.
- 10.4 A flood prevention holding tank will capture 9,000 litres of rainwater which will be used to flush the market's toilets and for planter irrigation on the market square.

- 10.5 The market will create a core food and non-food offer right in the heart of the city centre. It will be a critical location for cultural and community events – supporting Culture is Our Plan and Bradford 2025 - as well as showcasing the vibrant food economy of Bradford District, supporting the Sustainable Food Strategy delivery amongst others.
- 10.6 Bradford Council is working with a research team from Leeds University to develop a Trader Healthy and Sustainable Markets Charter. The charter supports efforts to achieve the Good Food in Bradford vision, and in turn reduce health and social inequalities, improve health and wellbeing, and create a food system that works for people and strengthens the local economy.

11. TACKLING THE CLIMATE EMERGENCY IMPLICATIONS

- 11.1 It is expected that there will be a significant decrease in overall GHG emissions as the designs will create an environmentally sustainable market and each market business will have a key role to play as they will be required to sign up to the Market's sustainability charter.
- 11.2 The creation of a well-designed market building and the control and management of utilities via the market's computerised building management system will monitor energy levels and provide energy savings in the longer term.
- 11.3 Two electric vehicle charging points in the basement servicing area will be available for traders or their suppliers when delivering to the market. Additional electrical capacity has been built in to allow for additional vehicle charging points as the take up of electric vehicles increases in the future.

12. COMMUNITY SAFETY IMPLICATIONS

- 12.1 The market and market square will be covered by a network of internal and external CCTV cameras, both for public safety and footfall counting. Multiple network points have been installed as part of the market design to allow camera locations to change or, where required, to increase their number.
- 12.2 Remote monitoring will be carried out by Bradford Council's CCTV Control Room based in Britannia House.

13. HUMAN RIGHTS ACT

- 13.1 There are no Human Rights implications.

14. TRADE UNION

- 14.1 There will be some redesigning, repurposing, or restructuring of operational staff to meet the needs of the new markets, although this will not involve any redundancies.
- 14.2 All the relevant Trade Unions will be consulted as required under Council HR procedures and will be invited to engage in any future staffing changes once the operating model of the new market is known.

15. WARD IMPLICATIONS

15.1 None.

16. AREA COMMITTEE LOCALITY PLAN IMPLICATIONS

16.1 None.

17. IMPLICATIONS FOR CHILDREN AND YOUNG PEOPLE

17.1 None.

18.0 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

18.1 Individual trader's personal data will be managed in connection with this scheme. The legal basis for holding the data is contractual and relates to the trader's occupational agreements. General Data Protection Regulation (GDPR) principles relating to individual's rights will be fully respected.

18.2 The Markets Service's Privacy Impact Assessment will manage data protection and information security matters arising from the proposal.

19. NOT FOR PUBLICATION DOCUMENTS

19.1 None.

20. RECOMMENDATIONS

20.1 Members are asked to note the report and for a further visit to Darley Street Market to be organised in February/March 2024, prior to the opening of the market to the public.

21. APPENDICES

21.1 None