

SUBJECT:	CORNHILL, MARKETS & CITY CENTRE VIBRANCY PROJECT
DIRECTORATE:	MAJOR DEVELOPMENTS
REPORT AUTHOR:	JO WALKER, ASSISTANT DIRECTOR MAJOR DEVELOPMENTS

1. Purpose of Report

1.1 To update Members on proposals seek approval to:

1. To provide an update on a scheme of works which has already been approved to demolish the Cornhill Kiosk, and put in place measures to protect the existing tree, create a new seating platform and restore the immediate public realm.

To seek approval to:

2. Develop proposals for a second phase of improvement works to include paving, seating, street furniture and a potential water feature, in consultation with key partners. The implementation of this scheme will be subject to securing additional, external funds for implementation.
3. Undertake feasibility and design works to inform a full business case for the future development of the Central Market building and City Square, in consultation with key partners.
4. To utilise the approved budget of £300k to support the cost of the above work and as leverage to secure additional, external match-funding.

2. Executive Summary

- 2.1 This report provides an update on proposals for the Cornhill Square and Central Market. This includes a first phase of works which has already been approved to demolish the Cornhill Kiosk and put in place measures to protect the existing tree, create a new seating platform and restore the immediate public realm.

Further approvals are sought to develop proposals for a second phase of public realm works at the Cornhill Square to connect with the new paving work already carried out as part of the Cornhill Quarter regeneration scheme. The implementation of this scheme will be subject to securing additional external funding.

Finally, Officers are seeking approval to procure design and feasibility work to inform a full business case for the development and restoration of the Central Market and City Square.

These projects form part of a wider City Centre Vibrancy programme with the aim of securing Lincoln's future as a vibrant, sustainable and inclusive City.

An initial resource of £300k has been identified to support these schemes and assist in leveraging additional funding to enable full delivery.

3. Background

- 3.1 The City of Lincoln Council and Local Partners established a vision for the City Centre through a comprehensive Master planning process over 12 years ago. This vision has been refreshed and embedded in current policy and a number of key interventions have been delivered to improve the townscape, connectivity and overall offer, notably a new £30m Transport Hub and £70m redevelopment of the Cornhill Quarter.
- 3.2 The Council is now developing a new City Centre Vibrancy programme to build on this success and to bring partners together to co-ordinate the future development of the High Street. The key driver is the need to adapt and to future proof the City to provide for a growing population and secure its position as a vibrant, sustainable and inclusive regional centre. The restoration and development of public assets such as the Cornhill Square and Central market are integral to this programme and a key priority for the Council.
- 3.3 A budget of £300k has been allocated to support this programme of works within the MTFs 2019-24, funded from the 100% Business Rates Retention pilot. It is proposed to utilise these funds in order to progress work on the Cornhill and Central Market and to lever in additional, external funds to enable full delivery.

4. Programme of Work

4.1 Cornhill Phase 1

Consent has been granted for the demolition of the kiosk and proposals have been modified to allow for the retention and protection of the tree. Designs have been produced to allow for the protection of the tree roots through a 'Root Bridge' system and the creation of a new seating plinth below the tree canopy (see Appendix 1 – Reform Design Concepts). The cost of the scheme is expected to increase as a result of the additional tree works. It is proposed to prioritise this scheme and fund the work from the £300k. The residual budget will then be used to support the implementation of the phase 2 works (4.3 below) and Central Market.

- 4.2 The scheme is the subject of a request for quotation. Fee proposals are due to be returned by 13th September 2019 and the contract is due to be let early October. It is anticipated that works will commence on site in November 2019 and complete within 3 months.

The site area for these works is limited, with all works taking place behind hoardings and outside of the public domain. Impact on city centre users will therefore be limited and works will be halted during key events such as the Christmas Lights Switch-On.

4.3 **Cornhill Phase 2**

Concept designs and estimated costs are also being produced for a wider scheme of public realm improvements to Cornhill Square. This includes natural stone paving (palette of materials to mirror wider Cornhill Quarter), new seating and a potential water feature (see Appendix 2 – Reform Design Concepts & potential water feature options). The final scheme design will be subject to consultation with key partners and full cost estimates. The implementation of the scheme will be subject to securing additional external funding.

4.4 It is proposed to utilise the remaining funds from the allocated budget to help leverage external funds to support the delivery of this project from external source. If funds can be secured for delivery, the project will proceed to full design and tender in order to achieve value for money.

4.5 Officers will work closely with LCC Highways to procure, deliver and manage the works which include an area of public highway as well as City Council land.

4.6 **Central Market**

In 2014, City of Lincoln Council, Lincolnshire Co-operative, and Lincoln Big Commissioned the National Association of British Market Authorities (NABMA) to undertake a review of markets in Lincoln. NABMA identified that in order to achieve a vibrant and long-term sustainable market offer, change was necessary. This was reviewed in 2018 and concluded that whilst nationally, markets continue on a slow decline, Lincoln still has the potential to develop a very strong indoor and outdoor market offer provided delivery of the offer is effectively co-ordinated and supported by investment. Recommendations included:

- need to improve market appearance;
- better quality products;
- more promotions;
- move towards food offer;
- enhanced access to the market hall (via arches);
- need to integrate the indoor/outdoor offer.

There is now an imperative to explore options and develop a full business case to upgrade and safeguard the Central Market for the following reasons:

- Market income has continued to decline year on year and recent research has recommended the need for investment before it is too late and the operation is no longer viable;
- The development of the Cornhill Quarter, Transport Hub and public realm has raised the bar and created new opportunities to re-shape and develop this part of the City, creating an imperative for investment in public assets such as the Central Market;
- Opportunities for funding are emerging and there is growing interest from external partners;
- Lincoln has a strong and growing visitor economy and a reputation for good quality food. A renewed market facility could deliver a specialist food hall together with café and event space, capitalising on and complementing the

growth in leisure-type uses in the Cornhill area;

- There is evidenced demand for SME workspace which is not currently being fulfilled within the City; there is emerging demand for retail space to serve an expanding creative industry sector. Such uses may complement a diversified market offer, adding footfall, value and direct revenue to support a business case.

In summary the redevelopment of the Market Building and City Square represents an opportunity to create an 'anchor destination' within the Cornhill Quarter, which can support an improved and diversified market offer alongside a wider range of uses and innovative technology to promote and sustain vitality in respond to customer trends.

- 4.7 It is proposed that the Council now works with key partners to develop a masterplan for the Central Market, City Square and Waterside South area. This will include feasibility work and the preparation of concept designs and cost-estimates for the restoration and development of the Central Market building as well as options for a co-ordinated outdoor market offer on City Square.
- 4.8 It is recommended that the Council ring-fences a portion of the ring-fenced budget of £300k to support the feasibility work since this is essential to the development of a full business case for the market. Council funding will be used to match-fund external funding in order to maximise the level of funding, to enable developed and technical designs for planning and tender, and associated professional fees.
- 4.9 Officers plan to submit a funding bid for match-funding from the LEP's feasibility fund to support this work. Further funding for design may also be available through the Heritage Action Zone. This is a £1.6m bid for funding to support a package of heritage-led initiatives including a shop-front grant scheme. A decision is expected by January 2020.
- 4.10 The contract for design and feasibility will be let in phases in order to limit the Council's exposure until funding is secured for each successive stage or in case of an alternative delivery model.
- 4.11 The funding and delivery strategy for the final restoration and development scheme will be informed by the feasibility work and full business case. Based on the experience of other market development schemes, grant funding is likely to be required in order to support the viability of the scheme.
- 4.12 **Market Operations**
Work is also ongoing to strengthen and co-ordinate the existing market offer and to attract new traders. The Farmers Market is now under City Council operation (from 1st July) and four new food retailers have been attracted to the Central Market in the past month.

The Market Rights Policy and application process is now in place, enabling the Council to better control the market offer within the City and to consolidate provision within the Central Market and City Square area.

This work will continue whilst the design and feasibility work is underway to support the longer term market proposals.

4.13 Wider Programme

Officers are also working with partners to explore a wider programme of works for the medium-long term, aligning with the proposals in the existing City Centre Masterplan and more recent Public Realm Strategy. This includes further works to the public realm and interventions to enhance shop-fronts and key heritage assets via the Heritage Action Zone project. A refresh of the City Centre Masterplan is also proposed to align with the Local Plan Review. These projects will be subject to partner support, funding and wider resource.

5. Strategic Priorities

5.1 Let's drive economic growth: Markets provide a low cost and low risk opportunity for start-up businesses, by acting as a small business incubator.

5.2 Let's reduce inequality: The demolition of the kiosk will open up the Cornhill Square for use as a public event space. This will be open and available to all, free of charge.

5.3 Let's enhance our remarkable place: The main hall of Central Market was constructed in 1938, and replaced the former Butter Market sited on St Peter's Arches since 1736. The premises are Grade II listed and would benefit from investment. In addition, an improved market offer would help consolidate Lincoln's position as a regional centre for retail and culture.

6. Organisational Impacts

6.1 Financial Implications:

The capital costs of the demolition of the Cornhill Kiosk, tree, reinstatement works and associated costs will be funded from the £300k allocated from the additional resources set to be achieved from the 100% Business Rates Retention pilot monies for the Market project. The residual funding will be used to support the Cornhill phase 2 project and market feasibility work.

The revenue income potential loss as a result of the Cornhill kiosk demolition will be £22,000 per annum. Officers will be seeking to off-set this loss through the development of the Cornhill Square as an event space and through the longer-term development of the Central Market.

6.2 Legal Implications including Procurement Rules

All procurement activity will be undertaken in accordance with the Council's Contract Procedure Rules and ultimately Public Contract Regulations 2015

6.3 Equality, Diversity and Human Rights.

These have been considered but there are no implications arising from this report.

6.4 Land, Property and Accommodation

Negotiations with the existing kiosk tenant have taken place previously and a notice has been served in relation to the termination of the lease.

6.5 Significant community impact

The Council's 2020 Vision sets out the key priorities for driving economic growth. One of the top 3 priorities being to develop a Market Strategy to transform City Square that creates one strong, sustainable market offer in Lincoln. In addition to this, a number of other complementary projects are identified including:

- Supporting the redevelopment of the Cornhill area and Sincil Street which the Central Market, City Square and Cornhill Square are key components of;
- Completion of the City Centre Public Realm Strategy and the start of its implementation including the squares and spaces impacted by the Market Strategy;
- Enhancing the City's retail offer;
- Delivery of the Lincoln Growth Strategy which is about growing Lincoln's vibrant economy in both value and employment terms.

Markets generally also have an important role within the City Centre of enhancing place, supporting the tourism and cultural offer of Lincoln and a wider community cohesion role.

6.6 Corporate Health and Safety implications

External contractors used for the demolition will be managed in line with our Control of Contractors requirements.

7. Risk Implications

7.1 (i) Options Explored

Do nothing – This is not the preferred option. Over recent years the retail sector has declined dramatically, and for the markets traders, they have also been through the changes with the new transport hub being built, and temporary relocation of the bus station during the works, which had an adverse effect on footfall for businesses in the area, many of which have had to close during the period of works. Now the works have been completed, Lincolnshire Co-operative are undertaking multi-million pound investment in the Cornhill Quarter making this the right time to invest in the public realm, market and the market offer for the City. This will ensure we are offering facilities on a par with the other businesses adjacent to the market and assisting in improving the vibrancy of the area. The Market serves a niche requirement for the residents and visitors to the City, and investment is required to ensure it is not lost. Non demolition of the kiosk will mean that the use of Cornhill Square isn't utilised to its full potential.

7.2 (ii) Key risks associated with the preferred approach (Cornhill Phase 1)

A full project risk register has been compiled for this project and is regularly reviewed and actions monitored accordingly. The key risks associated with the implementation of the Cornhill Phase 1 proposals are:

Disruption: The proposed method of demolition of the kiosk is intended to be manually dismantle the kiosk potentially using a small excavator and load into skip lorries to be take away from site. This will happen after the allocated times for Highways agreement.

Costs: The costs of the works could increase, although indicative quotes have been obtained to inform the budget identified within this report. The final cost will be subject to tender.

The demolition could be more complicated than envisaged increasing both cost and disruption. This has been mitigated by referring to the original plans, which will be included in the demolition procurement process along with any other available information on services and other factors.

8. Recommendation

- 8.1 To note the proposed scope of works, process and timescale for the demolition of the Cornhill Kiosk, retention and protection of the tree and provision of integral seating as a first phase of improvement to Cornhill Square.
- 8.2 To authorise Officers to develop proposals for a second phase of improvement works to include paving, seating, street furniture and a potential water feature, in consultation with key partners and noting that the implementation of the final scheme will be subject to securing external funding.
- 8.3 To authorise Officers to procure and commission feasibility and design works to inform a full business case for the future development of the Central Market building and City Square, in consultation with key partners.
- 8.4 To approve the use of the ring-fenced budget of £300k to support the cost of the above schemes and as leverage to secure additional, external match-funding as described within this report.
- 8.5 To delegate the final allocation of the £300k budget between the identified projects to the Major Development Director and Chief Finance Officer.

Is this a key decision? No

Do the exempt information categories apply? No

Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply? No

How many appendices does the report contain?

2

List of Background Papers:

None

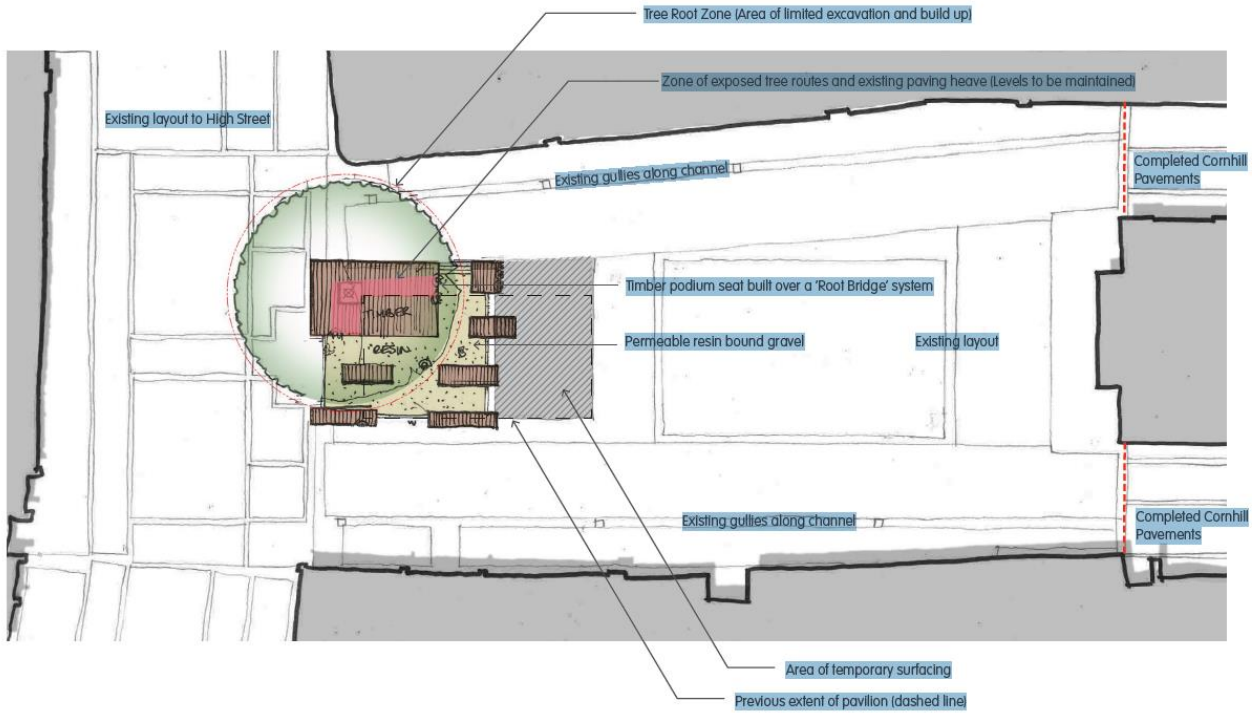
Lead Officer:

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Appendix 1 – Concept Designs, Cornhill Phase 1

Note images are provided for guidance only and may be subject to amendment as part of the technical design process.

Cornhill West
Phase 1 - Detailed Planning Application



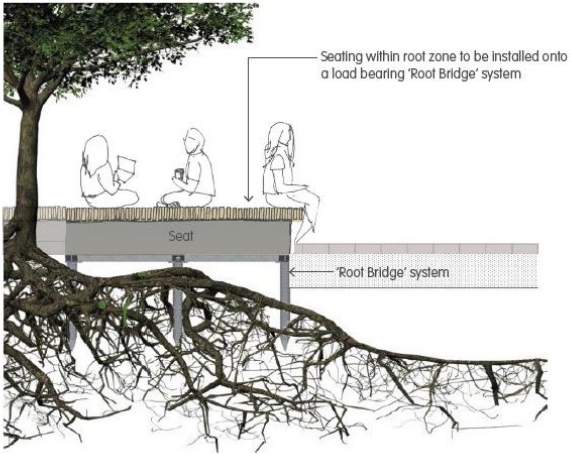
01 Cornhill West Seating Beneath Tree - Design Development

▼ considering the seating plinth

This section presents various design concepts for seating under a tree:

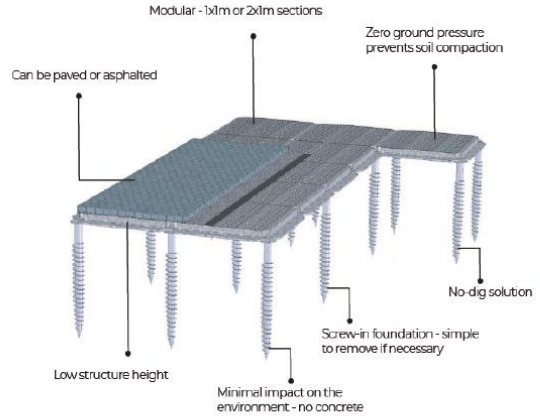
- Sketches:**
 - Three plan views showing the integration of the seating plinth with the tree's footprint and surrounding pavement.
 - A 3D perspective sketch of a rectangular plinth with "OUTWARD FACING EDGES" and a "TIMBER OPPOSITIVITY FOR ACTIVITY" area.
 - A 3D perspective sketch showing "MARKING THE CENTRE OF THE SPACE" and "MORE INWARD FACING SEATING".
 - A 3D perspective sketch showing "ADDRESSING ALL ANGLES" and "OPEN EDGES FREEDOM MOVEMENT".
- Photographs and Captions:**
 - Sketch:** A cross-section showing the seating plinth "Incorporates base of existing tree".
 - Photo:** A person sitting on a wooden plinth under a tree. **▲ level changes provide different seating offers**
 - Photo:** A wooden plinth with integrated lighting. **▲ lighting creates drama in the evening**
 - Photo:** A person sitting on a dark, low-profile bench. **▲ smaller blocks offer a variety of seating clusters**
 - Photo:** A wide, low concrete plinth. **▲ Varying width creates different opportunity**

01 Cornhill West
Seating Beneath Tree - Technical Approach



What is RootBridge?

The RootBridge System is a steel frame construction, that essentially bridges the RPA of the tree. The main platform area of the system sits on a foundation of groundscrews, ensuring a no-dig, no-concrete and no soil compaction solution.



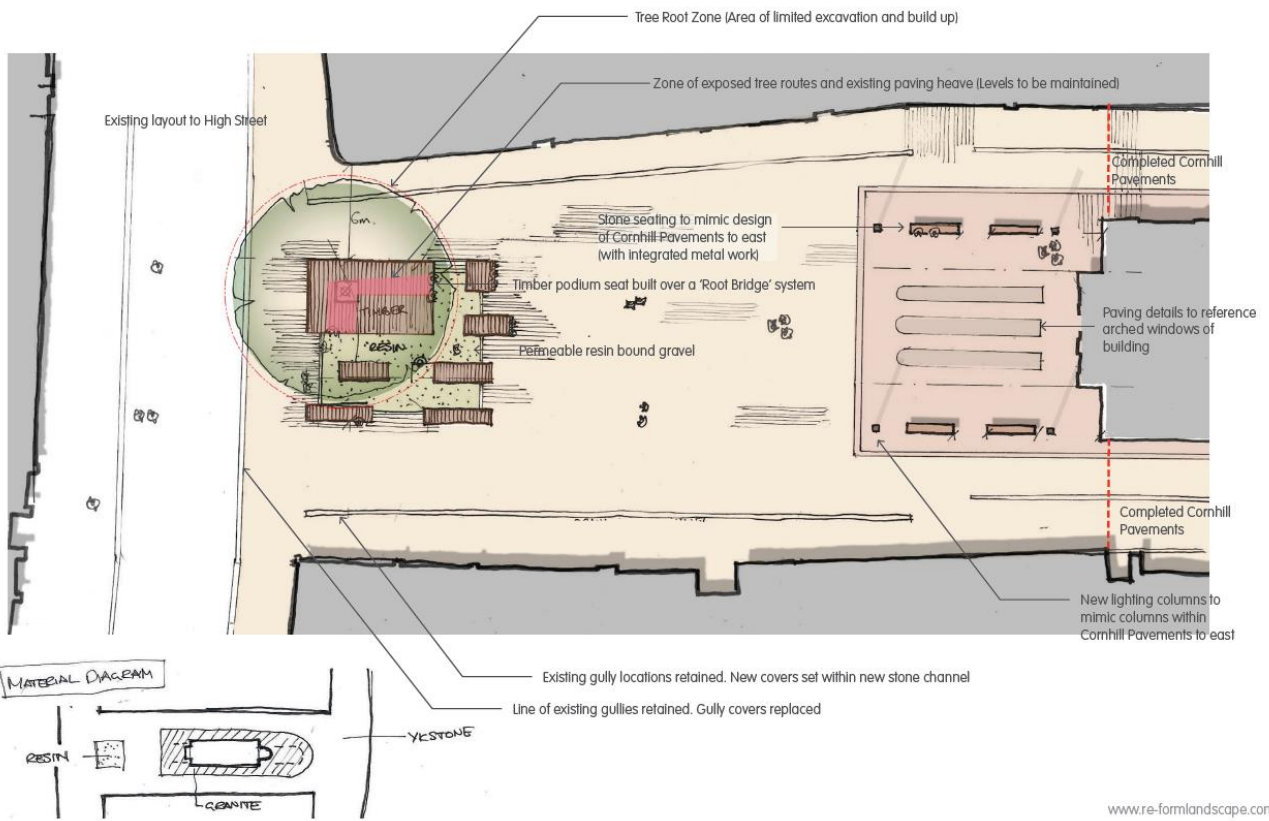
Images indicate Root Bridge structural system, which seating will be installed onto



Appendix 2 – Concept Design, Cornhill Phase 2

Note images are provided for guidance only and may be subject to change as the scheme progresses.

Cornhill West
Phase 2 - Completed Scheme Concept



Potential water feature – precedent images

Trinity Square, Hull: mirror pools which pulse



Queen Victoria Sq, Hull: Water jets

