

## **NOT CONFIDENTIAL – For public release**

COUNCIL  
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Report of the Director of Regeneration and Policy

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### **LAND AT BAKEWELL ROAD, MATLOCK: UPDATE ON PROPOSED CONVERSION OF FORMER MARKET HALL AND MODIFICATIONS TO EXTERNAL LAYOUT**

#### **PURPOSE OF REPORT**

To receive an update on the programme for the conversion of the former Market Hall and consider proposed modifications to the external layout of the scheme with regard to bus, taxi and other provision.

#### **RECOMMENDATIONS**

1. Note progress in moving the scheme forward since the last Committee update;
2. Note the updated RIBA Stage 4 programme for the scheme;
3. Note the additional work undertaken through engagement with the MCV Steering Group to facilitate provision of the phase 2 community space in the longer term (delivery subject to separate local fundraising);
4. Note the outcome of consultations with licensed taxi operators and taxi users regarding proposed changes to waiting arrangements within the site;
5. Note the proposed improvements to arrangements for bus passengers and pedestrians accessing the Market Hall development;
6. Note the proposed enhanced provision for disabled car users and for cyclists;
7. Note the proposed modifications to taxi waiting and passenger waiting arrangements within the site;
8. That the proposed modifications to the external layout included in Recommendation 5 - specifically the widening of the pedestrian footway – Recommendation 6; and Recommendation 7 - subject to preparation of a detailed layout / lining plan - are approved in principle as part of a package of public realm works to the north side of Bakewell Road for consideration within the Draft Derbyshire Dales *UK Shared Prosperity Fund* Investment Plan to be considered later on this Council meeting agenda.

#### **WARDS AFFECTED**

Matlock All Saints and Matlock St Giles and wards within the central area of the district.

## **STRATEGIC LINK**

The development of the Bakewell Road site will positively contribute to the Corporate Plan priority of Prosperity, specifically: *'Promoting investment to stimulate the economy of our market towns'*. Initiating a development scheme for the Bakewell Road site on the edge of Matlock town centre has been identified by Members as a priority action in the 2020-2024 Corporate Plan and the COVID-19 Economic Recovery Plan.

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### **1 BACKGROUND**

- 1.1 The District Council owns the freehold interest in land at Bakewell Road, Matlock and occupies the former Market Hall building and covered bus bay area by way of a 99 year under-lease dated 17th May 1986. The head lease is held by London Metric who sublet the neighbouring property to M&S and Boyes.
- 1.2 The former Market Hall holds a prominent position at the entrance to the town centre from the west. The site is allocated for mixed use re-development within the Derbyshire Dales Local Plan 2017 and the proposed development is identified as a priority in the Derbyshire Dales COVID-19 Economic Recovery Plan 2020 and Corporate Plan 2020-2024.
- 1.3 Members will recall that the Updated Business Case for the proposed conversion of the former Market Hall (prepared by Thomas Lister Ltd. with support from Amion Consulting) enabling provision of a new indoor leisure attraction - two screen cinema - and enclosure of part of the adjacent covered bus bay area to provide an ancillary commercial use - food & beverage / retail unit - was approved at a special meeting of Community & Environment Committee held on 1 March 2022. The scheme received detailed planning consent at the Council's Planning Committee meeting of 8 February 2022.
- 1.4 This report updates on work undertaken to progress the scheme, the RIBA Stage 4 programme and identifies proposed modifications to the external layout of the scheme with regard to bus and taxi provision.

### **2. SCHEME UPDATE**

- 2.1 Since the March update to Members, work has included:
  - progressing the technical design (RIBA Stage 4) with Lathams as lead architect for the shell works / building envelope (supported by a sub-consultant design team) and the proposed cinema operator's architect retaining internal design responsibility for the cinema. The programme from Lathams indicates the technical design pack will be submitted to the District Council for review by the end of July;

- further detailed engagement with the Matlock Community Vision (MCV) Steering Group on design matters including materials and Phase 2 community space (delivery subject to separate MCV / local fundraising);
- responding to issues raised by the County Council's Local Bus Team in relation to enhancing provision for bus passengers;
- undertaking various enabling works, including the stripping out of redundant heating equipment above the false ceiling and demolishing the three internal former Market Hall units;
- preparatory work on the tender pack for the shell works;
- progressing head leaseholder negotiations;
- an updating meeting with M&S's Management Surveyor and site meeting with Boyes;
- on site consultation with taxi drivers and users and access audit of proposed modifications to the external area;
- updates to Ward Members.

2.2 The technical design process has resulted in some necessary amendments to the design impacting on the programme and fee budget. These include the detailed design of the floor slab, addressing acoustics issues and detailed consideration of the interface between phases 1 and 2. Amendments with a potential impact on planning include: modifications to emergency exits; entrance to the community space; bin store; high level window design (based on manufacturer's availability / cost) and widening the footway on the north west elevation of the building to improve the experience for pedestrians / bus users accommodated by the proposed repositioning of the taxi queue within the site (see below). The proposed modifications to the development have been discussed with the Council's Development Management Team and are considered to be of a minor nature and will not change the planning impacts of the development or conflict with any of the planning conditions imposed. A (delegated) Section 96A application is to be submitted to deal with the proposed amendments.

2.3 To help facilitate provision of the phase 2 community space in the longer term (delivery subject to separate fundraising), additional work has been undertaken on the technical design by the Council's architect and wider design team to support the aims of MCV. This includes preparing the detailed shell design for this space and including this element of the scheme within the specification for tender to establish costs. In addition, external support is to be provided on designing the internal fit-out of this space and with preparing a business plan for its future operation. In order to manage the increasing fee requirements on the scheme and in line with the Committee's resolution to develop a pipeline of potential capital projects in Matlock (C&E Report of 6 April 2022 refers), fees associated with the phase 2 community space are to be funded via the District Council's *Levelling Up Fund* consultancy budget.

2.4 The RIBA Stage 4 programme has been updated by the Council's architect and is as follows:

- technical design pack due end of July
- tender pack ready for issue September

- tenders for the shell works due end of October
- tender assessment / value engineering / contract negotiation / contractor appointment November – December (subject to acceptable tender)
- proposed commencement of works January 2023 (subject to acceptable tender)

2.5 The updated programme has been agreed with the proposed cinema operator and discussed with M&S. The proposed start on site will help avoid disruption to M&S's busy trading period between November and December in the run up to Christmas, and takes account of the construction sector close down period.

2.6 As agreed at the 1 March C&E Committee, a report will be brought back to Committee for consideration should costs for the project exceed the agreed budget for the scheme.

### **3 PROVISION FOR BUSES, CYCLISTS, DISABLED CAR DRIVERS & TAXIS**

3.1 As indicated in previous reports, the District Council has committed to ensuring that existing bus and taxi services will continue to operate from this town centre location following conversion of the former Market Hall. Officers have met with County Council colleagues on site, and with the Council's architect to review arrangements for the transport 'hub' serving this part of the town centre, with consideration given to the sustainable travel hierarchy and DfT Inclusive Mobility Guidance. In addition to the proposed revised arrangements for bus and taxi users, improvements include increasing the number of disabled parking bays in Spa Villas car park from 1 to 3 and provision of secure cycle parking provision, including provision for an e-bike charging facility.

3.2 To enable improvements for waiting bus passengers proposed by the County Council (Members will note from previous reports that the County Council has made provision within its capital programme to enable implementation of a new 3m footway, bus shelters and enhanced layby provision on Bakewell Road), the external layout has been revised with the inclusion of a 4.5m footway along the north-west elevation of the building. This will enable the provision of larger shelters located closer to the kerb edge. It is also proposed that the shelters will be reversed i.e. with the screen to the front providing greater protection from the elements. Services continuing to use the site include:

- Stagecoach X17
- Stagecoach M1
- Stagecoach M4
- Stagecoach 216
- Stagecoach 217
- Trent-Barton 6.1
- Hulleys 110
- Hulleys 111
- Hulleys 172

- Littles 140
  - Littles 141
  - High Peak Trans-peak (from 10th July)
- 3.3 With regard to taxi provision, it is proposed to utilise part of the under-utilised bus layover area within the site to create a dedicated taxi queue / waiting area positioned at the end of the existing taxi queue facing the former Market Hall service bay. The re-positioned / re-orientated taxi waiting area will be signposted off Bakewell Road - the first taxi in the queue will be visible from Bakewell Road - and served by a 1.5m wide raised footway adjacent to the running lane through the site with a dropped kerb at the end to end to enable access to taxis (a wider footway is not possible due to the need to maintain sufficient bus standing width and a running lane for buses and HGVs exiting the site).
- 3.4 On site consultation has been undertaken by officers with taxi drivers and users to seek views on the proposals (licensed taxi operators were notified via email of the proposed consultation and the opportunity to drop-in to the former Market Hall to view plans). This took place (in between pick-ups) on three dates at times advised by the Council's Licencing Manager: 30 June; 4 July and 7 July.
- 3.5 The feedback is attached as Annex 1. In summary, the views of taxi drivers consulted broadly fell into two camps:
- Several felt the proposals were reasonable, would provide a marked / dedicated space for taxis (some reported occasional conflict with buses reversing out of the existing bus bays) and noted the wider benefits of increased footfall from the proposed new leisure / food & beverage uses proposed within the development;
  - Some raised concerns regarding the increased distance for older people to walk to the first taxi; that the taxi queue would not be as visible as it is now and that taxi users would not be able to benefit from the shelter provided by the canopy of the building once the development is underway.
- 3.6 With regard to taxi users (whilst numbers are limited due to limited opportunity to discuss proposals with people waiting for a taxi to arrive an range of different users were spoken to):
- Most felt moving the location for taxis within the site was reasonable and whilst further from the existing pick up point, the proposed location was not too far. Comments made included the need for adequate signage and to consider shelter provision for waiting taxi users.
  - An older couple felt the further distance to walk was an issue, particularly with heavy shopping bags.
- 3.7 The proposed arrangements are shown in Figures 1 and 2 below. Please note these are indicative and subject to a detailed layout / lining plan to finalise proposals. As noted earlier, it is important to consider the package as a whole

i.e. the improved facilities for bus passengers, additional disabled parking provision within Spa Villas car park, proposed cycle parking provision and dedicated area for taxis close to the existing waiting area.

Figure 1 Indicative Layout:



Figure 2 Indicative Illustration:



- 3.8 It is proposed that the taxi waiting area / queue will be lined and protected from buses / HGVs delivering to the M&S / Boyes loading bay. In response to the consultation with taxi drivers and users it is proposed to include signage from Bakewell Road, a shelter (with flip-up seats to allow a wheelchair to pass) and lighting column to light this part of the site. The proposal retains combined access to public transport and taxis in this part of the town centre close to the development.
- 3.9 In addition to the consultation, Access for All UK were commissioned to undertake an access audit of the proposed modifications to the external layout. This has informed the Equality Impact Assessment undertaken (see Annex 2). The verbal feedback immediately following the site visit from Access for All was that the proposed modifications were considered reasonable within the constraints of the site and the proposed inclusion of the taxi waiting shelter and lighting column was welcomed. It was also suggested consideration be given to providing a marked taxi waiting area in a suitable location on the Council's upper deck car park for shoppers using the M&S lift access. Their report is awaited at the time of writing.
- 3.10 To support the additional costs of the new arrangements it is proposed to seek external funding as part of the package of public realm improvements to the north side of Bakewell Road included within the Draft Derbyshire Dales UK Shared Prosperity Fund Investment Plan for consideration later in the agenda (due for submission to Government on 1 August).
- 3.11 Based on the architect's indicative layout, a cost plan has been prepared by the same independent cost consultants advising on the Ashbourne LUF proposals (Bentley Project Management) which takes in three phases of proposed works including the enhanced frontage to the development, areas within the site as set out in this report and a further phase of footway enhancements to the north side of Bakewell Road to upgrade the footway between the proposed cinema and crown square to a similar specification to the 2009 Yorkstone paving scheme.
- 3.12 Subject to the proposals being agreed it is proposed to tender the public realm package as an additional lot to the shell works to the former Market Hall. No works will be committed until an Agreement to Lease is signed with the cinema operator.

## **4 RISK ASSESSMENT**

### **4.1 Legal**

The land involved in the specific proposals to modify the external layout within the Bakewell Road site is under the control of the District Council. Discussions have taken place with tenants of the head leaseholder regarding the proposed changes.

Consultation has been undertaken with taxi drivers and users and an access consultancy has visited the site to consider the proposed external modifications to the layout and considers the proposals reasonable.

The Legal risk has been assessed as low.

## **4.2 Financial**

Funding to support the additional costs of the works outlined in the report, delivered as part of a wider public realm package for this part of Bakewell Road, is proposed from the Council's £1.954m *UK Shared Prosperity Fund* allocation.

The cost plan for the public realm package as a whole is based on current rates and provides a cost estimate for the works of £242,109. In addition, as per the Ashbourne LUF scheme proposals previously approved by Members, allowance has also been made for: contractor's prelims, overheads and profit; professional fees; construction risk / contingencies; and inflation (with a view to minimising the potential for unforeseen cost increases) increasing the total cost of the public realm package to an estimated £460,000. This figure has therefore been included within the Draft UKSPF Investment Plan for consideration under the next agenda item.

The additional spending is subject to the approval of external funding as part of the package of the Draft Derbyshire Dales *UK Shared Prosperity Fund* Investment Plan. Taking account of the additional costs, but also the allowances and contingencies built into the scheme (which mitigate the risks), the financial risk has been assessed as Medium.

## **4.3 Climate Change**

The climate change impacts for the scheme as a whole have been considered in detail through the planning application, including completion of the Climate Change SPD checklist.

The proposals seek to enhance public transport infrastructure provision and retain taxi provision adjacent to the development and within the same town centre location. Due consideration has been given to the sustainable travel hierarchy and improvements made. Whilst moving the taxi location within the site, the proposals will provide a marked, dedicated area for both taxis and users.

## **4.4 Equality Impact Assessment**

The EIA has been informed by the external access consultant's comments and consultation findings. The identified improvement actions to support different protected user groups have been incorporated into the scheme and the provisions made are considered reasonable within the constraints of the site.

## **5 OTHER CONSIDERATIONS**

In preparing this report, the relevance of the following factors have also been considered: prevention of crime and disorder, equalities, environmental, climate change, health, human rights, personnel and property.

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## **6 CONTACT INFORMATION**

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## **7 ATTACHMENTS**

ANNEX 1 – Taxi driver / Taxi user consultation findings - summary  
ANNEX 2 – Equality Impact Assessment