

Development Opportunities for
GRAND PARADE & UNDERCROFT
Cabinet, October 2012



Grand Parade & Bath Markets



Guildhall



Colonnades



Bath Markets



Boatstall Lane (Medieval Gate)



Bog Island



Colonnades & Grand Parade

CONTENTS

1.0	EXECUTIVE SUMMARY	1
2.0	INTRODUCTION	2
3.0	OBJECTIVES	2
4.0	SCOPE	3
5.0	HISTORIC BUILDINGS	4
5.1	The Guildhall	
5.2	Bath Markets	
5.3	Grand Parade & Colonnades	
5.4	Victoria Art Gallery	
5.5	'Bog Island'	
5.6	Pulteney Bridge, Boat Dock & Radial Gate	
5.7	References	
6.0	BRIEF	6
6.1	Consultation	
6.2	Legal Constraints	
6.3	Planning Context	
7.0	FINANCES	8
7.1	Development Income	
7.2	Soft Market Testing	
7.3	Project Costs	
8.0	PROGRAMME	9

1.0 EXECUTIVE SUMMARY

- The Grand Parade & Undercroft project is a unique development opportunity for the City of Bath.
 - This Cabinet Report seeks approval to carry out a public consultation exercise and procure a development partner.
 - A key objective for this project is to create a new fully accessible destination point for tourism and business, which retains the Guildhall as the 'political seat of power' and brings redundant and inefficient space back into use for community and commercial benefit.
 - This project offers an opportunity to enhance the Bath Markets, which currently has about 30 market stalls (in 1818 the original market boasted 438 stalls).
 - The project also provides an exciting opportunity to re-use the Colonnades (under Grand Parade) – possibly as a mix of retail, leisure, and food and beverage.
 - New Market Row could also be enhanced – possibly with a mix of residential, retail, and food and beverage.
 - Other opportunities, which need careful consideration and detailed consultation, include works to Victoria Art Gallery and 'Bog Island'.
 - There are several later opportunities related to the restoration of Pulteney Bridge, as well as Boat Dock and the Environment Agency's Radial Gate. To become viable these projects may require some external funding (e.g. Lottery funding).
 - The project is expected to generate significant interest from stakeholders and the general public. A PR Consultant has therefore been appointed to assist with developing and delivering a detailed consultation strategy.
 - Other proposed consultant appointments include a Legal Advisor to carry out a due diligence of the site and its surroundings; a Planning / Design Advisor to understand the planning context; and a Valuation Advisor to estimate the potential development income.
 - A soft market testing exercise is proposed prior to procuring a development partner. This exercise will help gauge the likely level of interest in the development, as well as obtain a better understanding of the key issues and risks (from the developer's perspective).
 - A budget of up to £200k has been made available from reserves to support this early feasibility stage to undertake the detailed consultation as advised by the section 151 officer.
 - The key activities for this project include:
 - Set-up Key Stakeholder Focus Group
 - Estimate the potential development income
 - Establish design drivers and opportunities
 - First public exhibition
 - Soft market testing with experienced developers
 - Issue invitation to tender to pre-qualified developers
 - Tender returns from developers
 - Cabinet approval to award contract
- | |
|---------------------|
| End October 2012 |
| Early November 2012 |
| End November 2012 |
| Mid January 2013 |
| Early February 2013 |
| End March 2013 |
| Early July 2013 |
| October 2013 |

2.0 INTRODUCTION

The Grand Parade & Undercroft project presents a unique development opportunity for the City of Bath.

This Cabinet Report seeks approval to:

- Carry out a detailed consultation exercise
- Produce a development brief
- Procure a development partner

To enable Cabinet approval, this report outlines the project objectives, and translates those objectives into a development scope. Consideration is then given to the history of the site, as well as the actions and finances required to move the project forward.

3.0 OBJECTIVES

The key objectives for this project are as follows:

- (i) Create a new fully accessible destination point for tourism and business within the City
- (ii) Retain the Guildhall as the 'Political Seat of Power'
- (iii) Enhance the community function space within the Guildhall
- (iv) Bring redundant space back into use for community and commercial benefit
- (v) Enhance the Bath Markets and Victoria Art Gallery
- (vi) Re-provision of up to 20 car parking spaces in an alternative location
- (vii) Maximise heritage potential
- (viii) Bring the river frontage alive, including the Colonnades and land adjoining the Boat Dock
- (ix) Restoration of Pulteney Bridge
- (x) Explore opportunities to develop 'Bog Island'
- (xi) Work with the Environment Agency to visually improve the flood defence
- (xii) Increase revenue income
- (xiii) Timeline to complement B&NES Workplaces Programme (due for completion in August 2014)



4.0 SCOPE

The development scope shown in Figure 4.1 is based on the objectives above.

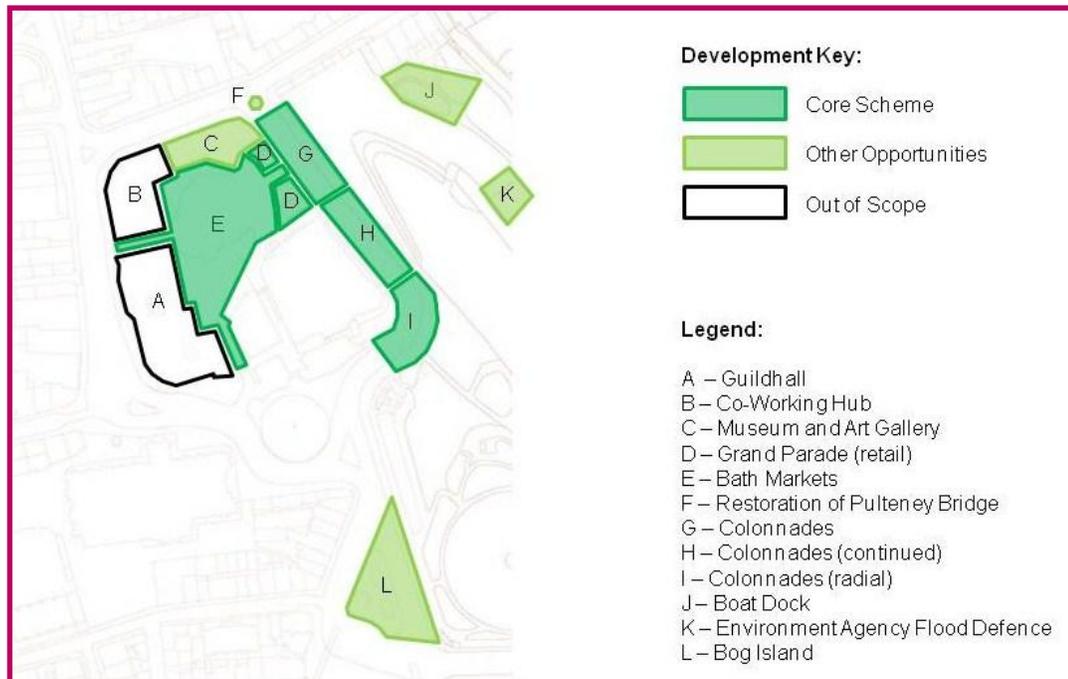


Figure 4.1 Development Scope

The Guildhall (A) and Co-Working Hub (B) are being retained, and are therefore out of scope for development. It is anticipated that receipts from the remaining development opportunities will fund some of the planned office re-fit costs within the retained Guildhall area.

A major focus of this project is the opportunity to enhance the Bath Markets (E) by encompassing the Guildhall car park, and possibly even allowing the market to spill out into Orange Grove for special events.

Arguably the most exciting opportunity is bringing the Colonnades (G, H, I) back into use and enhancing New Market Row (D) – potentially with a mix of retail, food and beverage, leisure, and residential.

Other opportunities include the Victoria Art Gallery (C) and 'Bog Island' (L). It should be strongly noted that the Victoria Art Gallery is a particularly sensitive opportunity, which will need careful consideration with a wide range of stakeholders.

Finally, there are several later opportunities related to the restoration of Pulteney Bridge (F), as well as Boat Dock (J) and the Environment Agency's Radial Gate (K). To become viable these projects may require some external funding (e.g. Lottery funding).

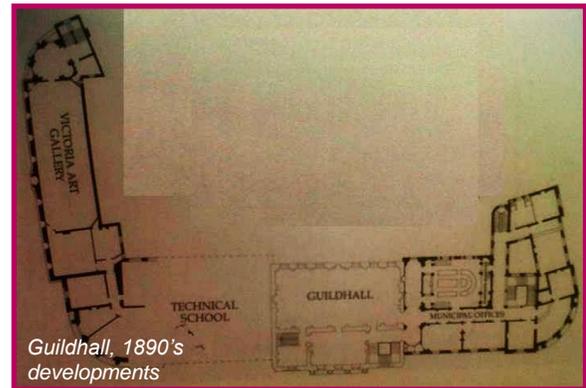
5.0 HISTORIC BUILDINGS

The historic buildings on the development site represent both the biggest opportunity and constraint to the project. They are a unique collection of buildings with a rich history. A synopsis of their built history is given below.

5.1 THE GUILDHALL

The current Guildhall building replaced a Stuart Guildhall, built in 1625, which itself replaced an earlier Tudor structure. The current building was built between 1775 and 1778 by Thomas Baldwin to designs by Thomas Warr Attwood. In 1891 John McKeen Brydon was commissioned to build the municipal offices and technical school on either side of the Guildhall.

The Guildhall has been designated as a Grade I listed building.

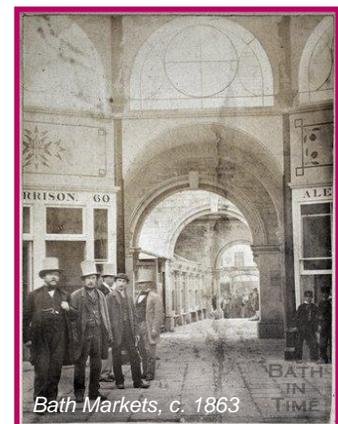


5.2 BATH MARKETS

Markets and fairs have been held in Bath since at least the beginning of the 12th century, with a market existing on this site since the early 17th century. Up until 1745 the market was rather casual, taking place 2 or 3 days a week. It then became more organised. In 1818 there was a remarkable 438 market stalls.

In 1861 a new purpose built indoor market was constructed to the designs of Bath architects Hicks and Issac. This new layout enabled the corporation to establish a properly regulated market in a more hygienic and governable location.

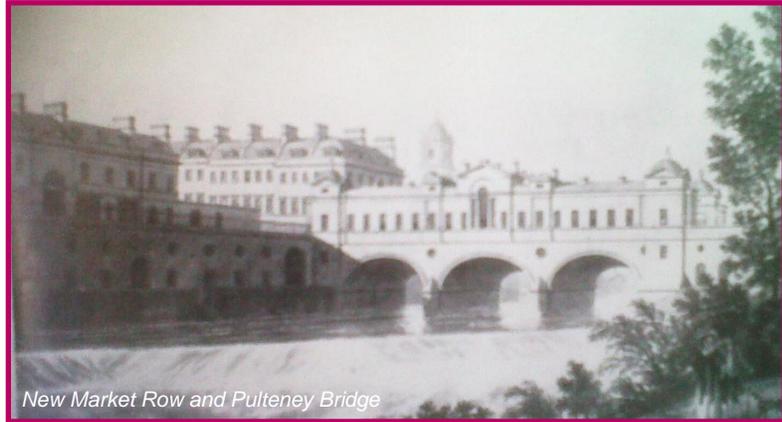
Much of the original 1863 fabric is still intact, although a serious fire in 1972 damaged the dome and the central stores (which were restored in 1992). Today, there are only about 30 market stalls in this Grade II listed building.



5.3 GRAND PARADE & COLONNADES

New Market Row was built in c. 1770 with vaulted stables along the river bank. The vaults were generally used as Slaughterhouses up until the 1890s, when the Empire Hotel and Grand Parade was built by Major Davis. Access to the vaults was either via Boatstall Lane or the properties on Grand Parade.

Grand Parade and the Colonnades have been designated as Grade II listed buildings.

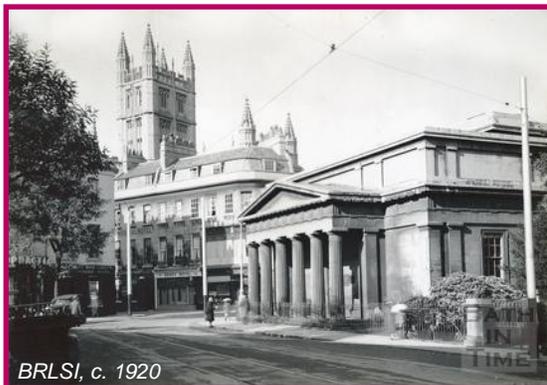


5.4 VICTORIA ART GALLERY

The Victoria Art Gallery was designed by John McKean Brydon, and built in 1898. It has been designated as a Grade II listed building. The exterior of the building includes a statue of Queen Victoria.

5.5 'BOG ISLAND'

From 1708 to 1823 'Bog Island' was home to Harrison's Assembly Rooms. It was then replaced by the Bath Royal Literary and Scientific Institution (BRLSI), which was fire damaged in 1932 and subsequently demolished in 1933. Since then 'Bog Island' has been a public WC facility and, most recently, a nightclub.



5.6 PULTENEY BRIDGE, BOAT DOCK & RADIAL GATE

Pulteney Bridge was constructed in 1773, and subsequently enlarged in 1792. It is currently Britain's only inhabited bridge. It has been designated as a Grade I listed building. In c. 1903 the fruit and vegetable shop on the south west corner of Pulteney Bridge was demolished so that the road could be widened for the horse tram.

Boat Dock is an under-used public space opposite the Colonnades. It currently comprises a few benches and a gravel surface.

The Environment Agency's Radial Gate has an important function, but it is arguably an eye sore and should be considered as a development opportunity.



5.7 REFERENCES

The above information, and more detailed information, on the history of these buildings can be found in numerous publications, including (but not limited to):

- The Georgian Buildings of Bath 1700 - 1830
 - Nineteenth Century Bath, Architects and Architecture
 - Historical Building Report on The Guildhall Market
 - Buildings and Architecture of Bath
- Ison (1948)
Jackson (1991)
Ross (2007)
Miller et al (2010)

6.0 BRIEF

It is envisaged that suitably experienced developers will be invited to tender for all (or parts) of the project. The tender documentation will comprise a development brief and programme. The development brief will include:

- The Council's vision for the development
- An overview of the site history
- Response to initial consultation with key stakeholders and the general public*
- Planning context (including highways)*
- Legal constraints*

The development brief will also dictate what information is required from the tendering developer's (i.e. concept design, programme, financial structure / offer, consultation strategy).

** Further information on these aspects of the development brief are provided below.*

6.1 CONSULTATION

This project is expected to generate significant interest from stakeholders and the general public. The success of the project is therefore likely to hinge on the consultation strategy. With this in mind, Creatrix, a specialist PR Consultancy (based in Bath), has been appointed to assist with developing and delivering a detailed consultation strategy.

To date, there have been positive meetings with English Heritage (x2), Bath Preservation Trust (x1) and the Local Planning Authority (x1). A meeting has also been arranged with the Bath Guildhall Market Traders Association, plus a general press release has been arranged to coincide with the public issue of this Cabinet Report.

Subject to Cabinet approval, a stakeholder focus group will be formed to provide comments and feedback on the development opportunities. This group will also participate in gathering comments from the users and wider community. The group will have a diverse membership to make sure there is a wide range of views, experience and knowledge.

It should be noted that all media related activities will be carried out in tandem with B&NES Communications Team.

6.2 LEGAL CONSTRAINTS

Land and property ownership is a key consideration for this development opportunity. It is therefore proposed to appoint a suitably experienced legal advisor from the Council's framework to complete a due diligence of the site and its surroundings. This due diligence will include a report on Land Titles, Market Charter, Corporation Act, Public Rights of Way, etc.

The legal advisor will also be consulted on the procurement approach to ensure that all appropriate legislation is followed when seeking a development partner.

6.3 PLANNING CONTEXT

Whilst this site is not identified as a 'development site' in the Local Plan, it is heavily constrained by planning policy. It is located within a World Heritage Site and Conservation Area, plus the buildings are Listed.

The initial challenge for the project is to establish the planning and highways context, so that the chosen Developer can submit a realistic offer (including concept design and programme). For example:

- What is 'acceptable change' in site appearance and use?
- How will the development interface with the Council's Public Realm and Movement Strategy for Bath City Centre?

Feilden Clegg Bradley, an internationally renowned architecture studio based in Bath, are currently doing a similar piece of work for Bath Abbey and Windsor Castle. It is therefore proposed to appoint them for this project. They will be required to work closely with the Local Planning and Highways Authority, and help deliver the consultation strategy.

7.0 FINANCES

7.1 DEVELOPMENT INCOME

It is important to understand the potential income from this development opportunity before issuing the tender. It is therefore proposed to appoint BNP Paribas to provide guidance on rental income from various site uses (e.g. retail, residential, leisure, food and beverage, etc), plus help to identify suitably experienced developers for all (or parts) of the project. BNP Paribas would also assist the Council with assessing the tender returns to make sure that best value is achieved.

7.2 SOFT MARKET TESTING

A Soft Market Testing exercise should be carried out with a select number of developers (say, three) prior to compiling / issuing the tender. This exercise will help to uncover vital information about the development opportunity and procurement approach, such as:

- Likely level of interest
- Most attractive way of scoping the development (i.e. as a whole or in parts)
- Approach to key issues and risks (i.e. planning, consultation)
- Cost and affordability issues
- Contractual structures and terms

7.3 PROJECT COSTS

The funding will be used to undertake:

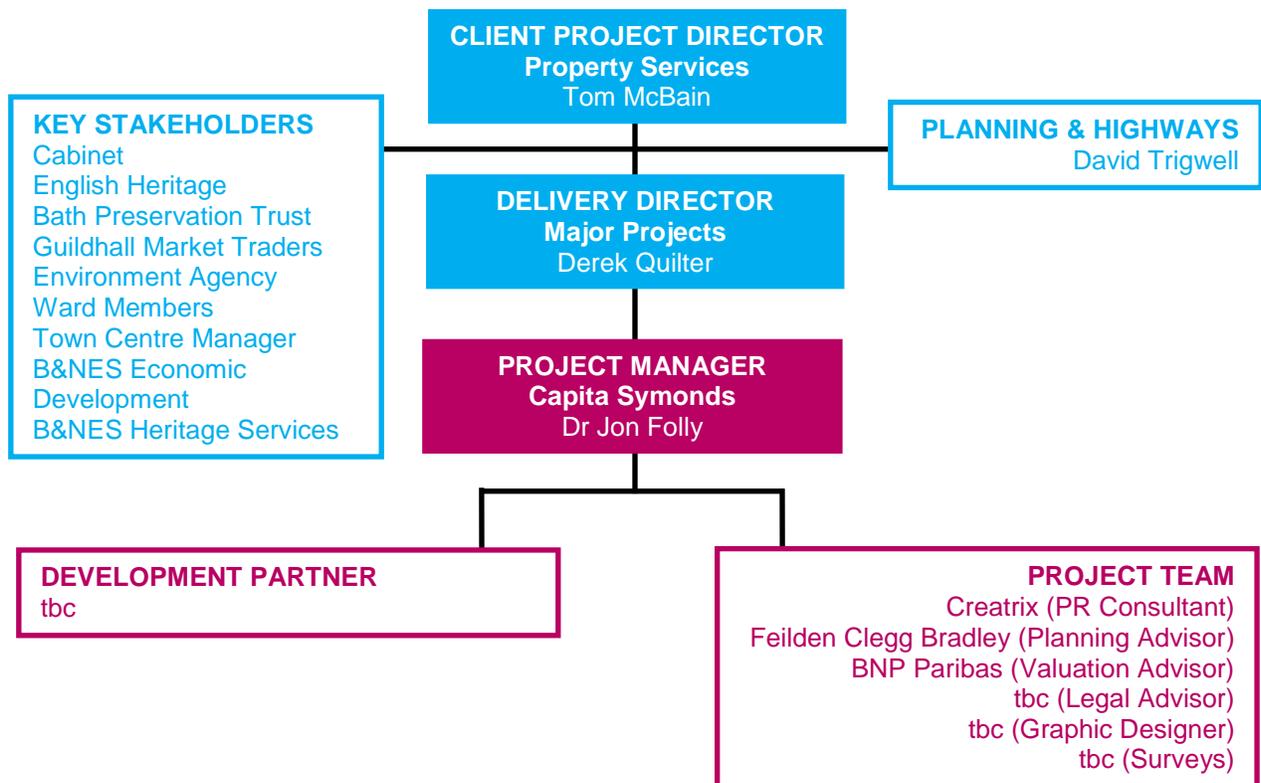
- General research
- Initial consultation with key stakeholder
- Procure specialist consultant services
- Carry out a detailed consultation exercise*
- Produce a development brief*
- Procure a development partner*

** Subject to Cabinet approval of this report.*

This budget allows for the following resources:

- B&NES Property Services
- B&NES Project Management Services
- B&NES Planning and Highways Services
- B&NES Economic Development Services
- Capita Symonds Project Management
- PR Consultancy
- Planning Advice
- Legal Advice
- Valuation Advice
- Graphic Design
- Surveys (various)

The current organ-o-gram for the project is presented below.



8.0 PROGRAMME

As set-out in the project objectives (Section 3.0), the timeline for delivering this project is required to compliment the Council's Workplaces Programme, which is due for completion in August 2014. The developer's tendering for all (or parts) of this project will be required to demonstrate how they will achieve this objective – being mindful of the consultation strategy and planning requirements.

In the meanwhile, the target milestones for the initial activities identified in Section 7.3 are given below.

- | | |
|---|---------------------|
| ▪ Set-up Key Stakeholder Focus Group | End October 2012 |
| ▪ Establish commercial / design drivers and opportunities | End November 2012 |
| ▪ First public consultation | Mid January 2013 |
| ▪ Soft market testing with experienced developers | Early February 2013 |
| ▪ Issue invitation to tender to pre-qualified developers | End March 2013 |
| ▪ Tender returns from developers | Early July 2013 |
| ▪ Cabinet approval to appoint Development Partner | October 2013 |

END