



**EAST STAFFORDSHIRE BOROUGH COUNCIL**

**REPORT COVER SHEET**

<b>Title of Report:</b>	Market Hall consultation findings	To be marked with an 'X' by Democratic Services after report has been presented
<b>Meeting of:</b>	Corporate Management Team: July 17 <sup>th</sup> 2024	X
	Pre Cabinet: July 25 <sup>th</sup> 2024	X
	Leader's / Leader of the Opposition's Advisory Group: August 1 <sup>st</sup> 2024	X
	Cabinet: August 19 <sup>th</sup> 2024	
	Audit Committee n/a/ Scrutiny Regeneration, Development and Market Hall Committee n/a / Scrutiny Health and Well Being Committee n/a/ Scrutiny Climate Change and Environment Committee / Scrutiny Value for Money Council Committee n/a	

<p><b>Is this an Executive Decision:</b></p>	<p>YES</p>	<p><b>Is this a Key Decision:</b></p>	<p>NO</p>
<p><b>Is this in the Forward Plan:</b></p>	<p>YES</p>	<p><b>Does this report contain Confidential or Exempt Information:</b></p> <p><b>If the report Contains Confidential Information, please provide reason.</b></p> <p><b>If the report contains Exempt Information, please state relevant paragraph from Schedule 12A LGA 1972:</b></p>	<p>NO</p> <p>n/a</p> <p>n/a</p>

**Essential Signatories:**

**ALL REPORTS MUST BE IN THE NAME OF A HEAD OF SERVICE**



Monitoring Officer: **John Teasdale**

Date ..... Signature .....

Chief Finance Officer: **Lloyd Haynes**

Date ..... Signature .....

**EAST STAFFORDSHIRE BOROUGH COUNCIL**

**Report to Cabinet**

**Date: 19<sup>th</sup> August 2024**

**REPORT TITLE: Market Hall consultation findings**

**PORTFOLIO: Cllr Paul Walker**

**CHIEF OFFICER: Mark Rizk**

**CONTACT OFFICER: Michael Hovers Ext. No. x1776**

**WARD(S) AFFECTED: Burton- location of the market and market hall  
All- traders and visitors**

**1. Purpose of the Report**

- 1.1. This report presents the findings of the recent consultation carried out by Local Creative Project Ltd (Local) to understand the best way forward for Burton Market Hall (Market Hall).
- 1.2. Observations and a recommendation for next steps following the consultation results.

**2. Executive Summary**

- 2.1. Following a consultation exercise using a variety of mediums, Local have provided a rich picture of the many ideas local residents and visitors have for the future use of the Market Hall. These requirements can be divided three inter-linked and inter-dependent categories:
- Design and fabric of the building
  - People, skills and network
  - The exterior environment
- 2.2 In order for the future ambitions of the Market Hall to be realised, each of these categories will need to reach a level of high quality that is consistent and ongoing. Subsequently, the report concludes with a recommendation that AMION consulting are appointed to initially 'curate' the proposed uses to determine how these may be delivered and to subsequently develop an

## Outline Business Case.

### **3. Background**

- 3.1 In October 2023 Local were commissioned by East Staffordshire Borough Council to conduct a public consultation exercise on the future of Burton Market Hall. In order to be reflective of and reach East Staffordshire's communities, the commissioning brief included a requirement to use a variety of engagement techniques. Local are a creative practice that specialise in place-based community engagement. This is done through a variety of mediums such as art, research and creative interaction.
- 3.2 Central to Local's consultation approach is a form of participatory appraisal entitled Urban Rooms. Local describe Urban Rooms as a "network of spaces where local people get together to understand debate and get involved". Urban Rooms have three key attributes: Creative, National and Self-initiated. The Urban Room in Burton was set up inside the Market Hall (but also had a pop-up function at other locations) with Local employees facilitating conversations using creative engagement tools.
- 3.3 Alongside the Urban Room concept, Local undertook in-person engagement days at the Brewhouse Arts Centre, Burton College and Coopers Square shopping centre. A specific focus group session with the Council's Regeneration, Development & Market Hall Scrutiny Committee provided for a cross-party member input. Interviews with local people and businesses created another input channel. A final engagement strand was the use of digital media to reach audiences, this encompassed a website, mapping exercises and surveys. Online interactions exceeded 300 with over 500 in-person conversations. The consultation process lasted for three months.
- 3.4 In November 2023, ESBC were successful with an Expression of Interest to the GBSLEP (now Birmingham City Council) for £2.5m to repair and regenerate the Market Hall. The application was allocated a 'Very Strong Strategic Fit' assessment by the LEP. With the consultation complete the next stage is to complete an outline business case.

### **4. Contribution to Corporate Priorities**

- 4.1. POH04- Report on the findings of the Market Hall consultation and establish the way ahead.

### **5. Consultation Findings**

#### **5.1 Introduction**

- 5.1.1 The report set out below is in two parts. The first part summarises the findings of Local (a full copy of their report can be found in Appendix A) which is then immediately followed by observations and a recommendation for the way ahead.

## Consultation standout findings

5.1.2 Local have advanced a number of standout findings as a result of their engagement process. These are:

- Burton does not make the most of its natural resources.
- The Market hall should create and connect to leisure opportunities.
- Curation is key. 95% of participants agreed that the present set up does not feel curated.
- The Market Hall is seen as a natural hub or focal point.
- Continuing with business as usual would be detrimental to the Market Hall.
- 80% of people wanted a place to dwell, work, rest and play.
- There is no well-designed and purpose-built play/family area either indoors or outdoors.
- There is no offer for young people under 20 years of age to play, relax and lay claim to as a space for them.
- Curate an outdoor space with outdoor traders to better link entrances
- 80% of young people feel unsafe in the area around the Market Hall.
- The College must play a key role in the future of the Market Hall through business development opportunities.
- The parking situation is confusing.
- The Market Hall can better represent Burton’s heritage and diversity stories.
- The Market hall should be at the heart of a tourism offer.

5.1.3 As a result of the engagement exercise Local identified a number of primary themes. Points of note from each of these themes are presented in the table below.

**Figure 1 Points of note within the key themes.**

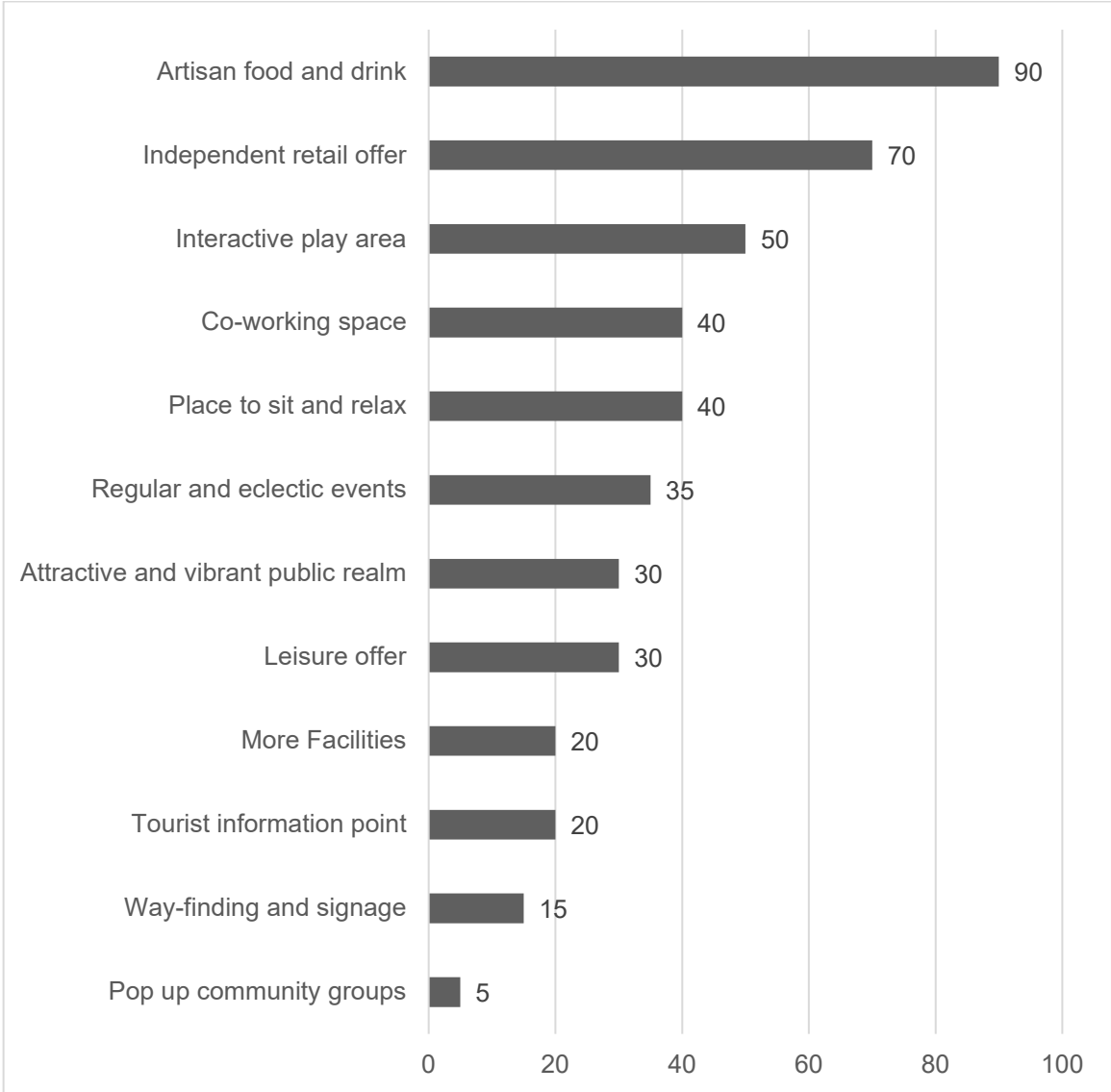
<p><b>The Operational Model</b></p> <ul style="list-style-type: none"> <li>✓ More skills and new thinking needed.</li> <li>✓ Carry out a skills audit of the existing team and Traders Association.</li> <li>✓ Training and development of existing staff and Traders Association.</li> <li>✓ Add people with specific hospitality, events and contemporary markets experience.</li> <li>✓ Replicate the skill sets of a private operator.</li> </ul>	<p><b>Traditional or Contemporary Market Hall</b></p> <ul style="list-style-type: none"> <li>✓ High quality, locally sourced produce</li> <li>✓ Community meeting space.</li> <li>✓ Mixture of retail and food and drink.</li> <li>✓ Indoor and outdoor experiences.</li> <li>✓ An aesthetic that matches cultural heritage.</li> </ul>
<p><b>The Retail Offer</b></p> <ul style="list-style-type: none"> <li>✓ Provide locally themed e.g. Marmite souvenirs.</li> <li>✓ Review the use of gazebos in the Market Hall.</li> <li>✓ Update the brand.</li> <li>✓ Consider revising the layout to prevent “doorstep anxiety”.</li> </ul>	<p><b>Events and Programming of the space</b></p> <ul style="list-style-type: none"> <li>✓ Address the confusing parking situation.</li> <li>✓ Recruit a specialist programme/events manager.</li> <li>✓ Provide clearer lines of communication to book events.</li> <li>✓ Invest in a high quality PA/sound engineering equipment and soundproofing/muffling.</li> </ul>

<ul style="list-style-type: none"> <li>✓ Rotate traders and include rest points to vary the experience and create dwell time.</li> <li>✓ Vendors should be independent and artisanal with a good variety of options.</li> <li>✓ Ensure vendors fit with users expectations of a contemporary market hall.</li> <li>✓ Explore options for traditional market traders e.g. butchers, cheesemongers.</li> <li>✓ Potential business incubator.</li> <li>✓ More events promoted/marketed to wider audiences.</li> <li>✓ Extend opening times.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Enable a strong and consistent bar offer (from local suppliers) with food stalls that complement the event.</li> <li>✓ Introduce a new design led website for the Market Hall.</li> <li>✓ More events for families and young people.</li> <li>✓ Celebrate cultural heritage via a Orton &amp; Spooner tie-in.</li> </ul>
<p><b>Local distinctiveness</b></p> <ul style="list-style-type: none"> <li>✓ The Market Hall has no sense of locality nor imbue feelings of pride.</li> <li>✓ Enable access to the Abbey Ruins.</li> <li>✓ Introduce a visitor information kiosk.</li> <li>✓ Expectation of a brewing/brewery/micro pub or bottle shop to reflect Burton's heritage.</li> <li>✓ Utilise heritage brands such as Marmite, Branston Pickle and Bass.</li> <li>✓ Food offer inspired by traditional food from the area.</li> </ul>	<p><b>Leisure &amp; Families</b></p> <ul style="list-style-type: none"> <li>✓ Develop a strategy for promoting the space to families and young people.</li> <li>✓ Stronger use of social-media channels and the establishment of a well-designed visual identity.</li> <li>✓ Events and retail offer not suited to families.</li> <li>✓ Mezzanine acts as a barrier.</li> <li>✓ Consider the introduction of a free high-quality children's play space.</li> <li>✓ Provide a home for support services and community groups on the mezzanine area.</li> <li>✓ Wifi and seating.</li> <li>✓ A sustained programme of seasonal outdoor events.</li> <li>✓ Link Market Hall activity to the River Trent and nature.</li> </ul>
<p><b>The food and drink offer</b></p> <ul style="list-style-type: none"> <li>✓ Needs to be artisanal, high-quality, contemporary food and drink.</li> <li>✓ Make the most of being the UK brewing capital.</li> <li>✓ Retain the affordable community-orientated food and drink options.</li> <li>✓ At least four high-quality artisan operators.</li> <li>✓ "Grab and go" food options are a must.</li> <li>✓ Extend opening hours.</li> <li>✓ Communicate how the building can be used.</li> </ul>	<p><b>The Mezzanine</b></p> <ul style="list-style-type: none"> <li>✓ Convert to a co-working, meeting and study space with seating and Wi-Fi.</li> <li>✓ Raise awareness of the upstairs space.</li> <li>✓ Utilise for support and community services.</li> <li>✓ Strengthen the local history display.</li> <li>✓ Experiment with galleries, exhibitions, murals and games.</li> </ul>
<p><b>The Outdoor space/market</b></p> <ul style="list-style-type: none"> <li>✓ Assess the outdoor space and approach to the market/Market Hall and how this fits in with the wider public realm.</li> <li>✓ Work in partnership to boost visitor numbers.</li> <li>✓ Use outdoor space for events and festivals. Including those that celebrate the heritage of the Burton.</li> <li>✓ Attract more outdoor stallholders to create a bustling atmosphere.</li> <li>✓ Outdoor space available for hire.</li> </ul>	<p><b>Community use</b></p> <ul style="list-style-type: none"> <li>✓ Update welfare facilities.</li> <li>✓ Have a semi-constant community presence for workshops etc.</li> <li>✓ Enable the space to be used as a meeting point.</li> <li>✓ Updated website and digital presence.</li> </ul>
<p><b>Other Plans</b></p>	<p><b>Wider implications of the engagement</b></p>

<ul style="list-style-type: none"> <li>✓ Clarity needed on other plans.</li> <li>✓ Holistic vision for the town and how the Market Hall fits within it.</li> <li>✓ Town rebranding and tourism strategy.</li> <li>✓ Partner with the college.</li> <li>✓ Local housing developments present an opportunity.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Change the approach so that the space is more relevant to people.</li> <li>✓ Utilise the potential.</li> <li>✓ Introduce extra team capacity.</li> <li>✓ Break the perception of mistrust.</li> <li>✓ Curation, quality, sustainability and capacity are key.</li> <li>✓ Guarantee a high-quality offering.</li> </ul>
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5.1.4 As can be seen from Figure 1, the consultation has revealed an eclectic mixture of stakeholder wants and needs- some of which may have difficulty co-existing. To provide a sense of importance Local were asked to weight features against the frequency of referencing. Those results are presented below

**Figure 2: Key features of a new look Market Hall (%)**

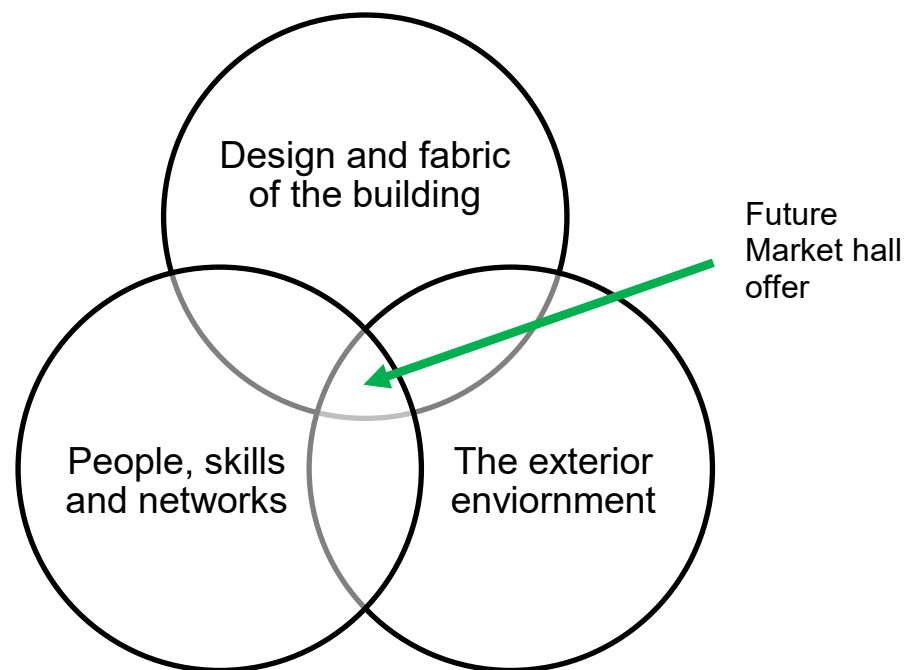


**5.2 Observations and suggested way forward**



- 5.2.1 As part of the study Local offer a series of recommendations. These include working together, developing a business plan, creating a communications plan, building the team and enhancing capacity, being clear on the client profile of businesses and curating and selecting stall holders/events etc.
- 5.2.2 Underneath the recommendation headlines are a number of sub-points that, when combined with the stand out findings, key themes and key features can be categorised into three inter-linked essential elements as set out in Figure 3. These inter-linked elements are intrinsically joined and success in one is dependent on the strength of the other two.

**Figure 3: The essential elements of a future Market Hall**



- 5.2.3 **Design and Fabric of the building-** Consultation results highlight a desire for the building to be modernised to become something more than a traditional market hall. Creating a contemporary Market Hall with space to accommodate artisan traders, house an independent retail offer, incorporate a children’s play space, create co-working space and modernise the existing facilities will require careful costing and consideration of the wider context. For example, a play area is available at the Meadowside Leisure Centre and new play equipment is currently being installed on the nearby Washlands. In addition, there is a wide ranging high street project underway on the previous Molson Coors site. This is likely to have hospitality and leisure uses and will need to complement any offer at the Market Hall. With suggested extended opening times there is the potential for increased building operating costs. As the Council is striving to reach net-zero, there is an opportunity to review energy efficiency measures so that extend opening hours become a more financially viable proposition.

- 5.2.4 **People, skills and networks-** a thread running throughout the consultation has been the reoccurring suggestion that the space should be curated to attract independent high-quality artisanal traders and offer a wide range of events. However, 'how' it is delivered is of little importance to residents/visitors as the operator model is secondary to quality. Future delivery will require entrepreneurial flair, be well connected to business networks, have an innovative mind-set, possess readily available access to local supply chains and exhibit strong marketing acumen. Consequently, in order to fully maximise the building fabric enhancements, consideration will need to be given as to the future team (and wider staff) structure, current and future development/training needs and network building. Given these specific skill sets, the notion of a Co-operative led model appears to be improbable in the short-term, but could be re-visited when the future Market Hall is re-established as a bustling place. Any staff structure and support services (e.g. Facilities and IT) would need to reflect the proposed extended opening times.
- 5.2.5 **The exterior environment-** has been positioned as both a barrier and constraining factor. Physical elements such as wayfinding and the front car park have been evidenced as limiting Market Hall footfall. The condition of the outdoor market being another factor and how that needs to be hustling and bustling to provoke curiosity. Creating "hustle and bustle" is likely to require the skills mentioned in paragraph 5.2.4. Further afield the development of the Market Hall needs to be cognisant of the wider regeneration schemes taking place at Bass House and the former Molson Coors buildings. The intention of this project is to open up the high street to the Washlands, with the planned Washlands Visitor Centre acting as a gateway between the Washlands and High Street campus. Important elements of this scheme include the provision of a café within the planned Washlands Visitor Centre. There are also plans for a hospitality offering within Bass House, spilling out onto the public plaza. A hotel is also planned for the site, which again will have a food and drink offering. It is envisaged that the proposed public plaza will host an annual programme of events, which will also need to be taken into consideration when deciding on uses for the Market Hall.
- 5.2.6 Consequently, some of the key features identified as part of this consultation exercise may already be earmarked for inclusion in those projects. This has the double advantage of reducing the long list of key features for the new look Market Hall, whilst catering for needs of residents/visitors through provision at other nearby or neighbouring sites.

### **5.3 The Way Forward**

- 5.3.1 The findings from the consultation exercise undertaken by Local and the resultant observations will be provided to AMION (the Council's retained consultant), who are developing the Outline Business Case for the project using the HM Treasury Green book five case model.
- 5.3.2 The business case will be based on the top themes coming from the consultation work. This will also require those themes to be curated in a way that allows the Outline Business Case - effectively 'how' the various identified

elements can form a workable proposal – to be developed appropriately, which forms part of the work that Amion are providing for the Council.

5.3.3 The development of the business cases will be a central part of securing the funds to deliver the project from the allocation identified following the Expression of Interest to the GBSLEP.

5.3.4 Once completed and considered viable, Cabinet will approve the Outline Business Case, which is currently anticipated to be completed within two months of this report being approved by Cabinet.

## 6. **Financial Considerations**

*This section has been approved by the following member of the Financial Management Unit: [PB/AB/James Hopwood]*

6.1. The main financial issues arising from this Report are as follows:

6.2. The Council is working with its retained consultants (identified at 5.3.1.) to develop both the Outline and Full Business Cases using the HM Treasury Green book five case model. The costs of the ‘curation’ work and the Outline Business Case are provisionally estimated at £12,400 and are being charged against the revenue budget. The costs are noted below.

<b>Revenue</b>	<b>2024/25</b>	<b>2025/26</b>	<b>2026/27</b>
AMION – ‘curation’ of the consultation results	£4,750		
Outline Business Case (estimated)	£7,650		
<b>Total</b>	<b>£12,400</b>		

6.3 The above revenue costs are being funded from the Council’s earmarked reserves.

6.4 Following receipt of the full Business Case, a future report will consider the future revenue and capital implications for the Council’s Medium Term Financial Strategy, as outlined in recommendation 13.3.

## 7. **Risk Assessment and Management**

7.1. The main risks to this Report and the Council achieving its objectives are as follows:

7.2. **Positive** (Opportunities/Benefits):

- The consultation provides an overview of the priorities that users and visitors see for the future use of Burton Market Hall.

- Funding has been secured (see 3.4) for developing the Market Hall-subject to a viable business case.

### 7.3. **Negative** (Threats):

- Selecting the wrong approach may not realise the potential of the Market Hall.
- There is potential for reputational risk as the future of the building remains undecided. The consultation outcomes indicate a desire for change.
- Footfall levels and attracting traders will continue to be affected due to ongoing uncertainty.

7.4. The risks do not need to be entered in the Risk Register. Any financial implications to mitigate against these risks are considered above.

## 8. **Legal Considerations**

8.1 *This section has been approved by the following member of the Legal Team: Glen McCusker – Locum Solicitor and Deputy Monitoring Officer.*

8.2 There are no significant legal implications arising from this Report at this stage.

## 9. **Equalities and Health**

9.1. **Equality impacts:** The subject of this Report is not a policy, strategy, function or service that is new or being revised.

9.2. **Health impacts:** The outcome of the health screening question does not require a full Health Impact Assessment to be completed.

## 10. **Data Protection Implications – Data Protection Impact Assessment (DPIA)**

10.1. A DPIA must be completed where there are plans to:

- use systematic and extensive profiling with significant effects;
- process special category or criminal offence data on a large scale; or
- systematically monitor publicly accessible places on a large scale
- use new technologies;
- use profiling or special category data to decide on access to services;
- profile individuals on a large scale;
- process biometric data;
- process genetic data;
- match data or combine datasets from different sources;
- collect personal data from a source other than the individual without providing them with a privacy notice ('invisible processing');

- track individuals' location or behaviour;
- profile children or target marketing or online services at them; or
- process data that might endanger the individual's physical health or safety in the event of a security breach

10.2 Following consideration of the above, there are no Data Protection implications arising from this report which would require a DPIA.

## 11. **Human Rights**

11.1. There are no Human Rights issues arising from this Report

## 12. **Environmental Impacts**

Consider impacts related to the Climate Change & Nature Strategy aims:

- Reducing greenhouse gas emissions (climate change mitigation)
- Preparing for future climate change (adaptation)
- Protecting and enhancing nature
- Using resources wisely and minimising waste and pollution

12.1. Does the proposal have any positive or negative environmental impacts? n/a

## 13. **Recommendation(s)**

13.1. The consultation responses are noted and that the top 5 key features identified are:

- Artisan food and drink
- Independent retail offer
- Interactive play area
- Co-working space
- Place to sit and relax

13.2. Pending the receipt of a viable business case, AMION's Outline Business Case is approved by Cabinet when completed.

13.3. Upon receipt of a Full Business Case, a further report is received by Cabinet detailing the future capital and revenue implications.

## 14. **Background Papers**

14.1. Market Hall Working Group report and appendices

## 15. **Appendices**

15.1. Urban Room: Burton Market Hall, Findings and Evaluation Report, May 2024.