

Meeting of:	<b>Cabinet</b>
Date of Meeting:	<b>Monday, 29 July 2019</b>
Relevant Scrutiny Committee:	Corporate Performance and Resources
Report Title:	Cowbridge Livestock Market Regeneration
Purpose of Report:	To outline a proposal to seek Cabinet approval to facilitate on land at Cowbridge Livestock Market (including the Main Site and land alongside the Town Wall indicatively edged red in Appendix 2) a proposal for a public car park and associated environmental enhancements including a temporary events space ("the public car park project"), subject to the availability of funding, viability, statutory consents and community consultation.
Report Owner:	Deputy Leader/ Cabinet Member for Education and Regeneration
Responsible Officer:	Rob Thomas, Managing Director
Elected Member and Officer Consultation:	Councillor Hunter Jarvie (Cowbridge Local Ward Member) Councillor Andrew Parker (Cowbridge Local Ward Member) Councillor Geoff Cox (Cowbridge Local Ward Member) Miles Punter, Director of Environment and Housing Mike Clogg, Operational Manager Engineering Lorna Cross, Operational Manager Property Marcus Goldsworthy, Head of Regeneration and Planning Phil Chappell, Operational Manager Regeneration Vicky Robinson, Operational Manager for Planning and Building Control Irene Thornton, Senior Lawyer.
Policy Framework:	This is a matter for Executive decision by Cabinet

Executive Summary:

At its meeting of 23rd October 2017 Cabinet approved (by way of Cabinet Minute C114 – refer to Appendix 1) a regeneration vision for land at Cowbridge Livestock Market. This new report to Cabinet updates the regeneration vision by:

- a) outlining the positive progress of an ongoing works contract let by Cowbridge Charter Trust Charitable Incorporated Organisation (CIO) involving the demolition and clearance of redundant cattle pens to expose and enhance the setting of the historic Town Wall, which is being repaired as part of the Trust's project;
- b) recommending a new proposal for the Council to facilitate on land at Cowbridge Livestock Market (including the Main Site and land alongside the Town Wall indicatively edged red in Appendix 2) a public car park and associated environmental enhancements including a temporary events space ("the public car park project"), subject to the availability of funding, viability, statutory consents and community consultation. This proposal supersedes Cabinet Minute C114(2), which had proposed the Main Site be marketed and disposed for redevelopment for other land uses along with providing some public car parking;
- c) advising Cabinet that in accordance with Cabinet Minute C114(7) the Licence for Glamorgan Marts will not be extended beyond the end of March 2020; and
- d) updating Cabinet on the status of the Exchange project proposed by the Vale Market Community Enterprise.

The report has two appendices:

Appendix 1: A copy of Cabinet Minute C114 (23rd October 2017);

Appendix 2: A plan of the land area for a proposed public car park project outlined in this report.

## **Recommendations**

1. THAT the Head of Regeneration and Planning is authorised (in consultation with the Leader, Deputy Leader/Cabinet Member for Education and Regeneration, Managing Director and the Head of Finance) to facilitate on land at Cowbridge Livestock Market (including the Main Site and land alongside the Town Wall indicatively edged red on the plan in Appendix 2) a public car park and associated environmental enhancements including a temporary events space ("the public car park project") subject to viability, the availability of funding and statutory consents;
2. THAT landscape/urban design, Quantity Surveyor and engineering consultants (and any other consultants as may be required) are appointed to assist with the survey, feasibility, master planned design and delivery of the public car park project;
3. THAT a budget of £65,000 is approved for 2019/20 and the Capital Programme amended accordingly to fund and implement site surveys, feasibility work, master plan design, cost estimation for the proposed public car park project and project management;
4. THAT delegated authority is granted to the Managing Director, Head of Regeneration and Planning and the Head of Finance/Section 151 Officer in consultation with the Leader and Deputy Leader and Cabinet Member for Education and Regeneration to approve the capital budget for the future detailed design, securing statutory consents and letting a works contract to construct the public car park project following the completion of surveys, feasibility and the costed master planned design of the public car park project;
5. THAT delegated authority is granted to the Managing Director, Head of Regeneration and Planning and the Head of Finance/S151 officer in consultation with the Leader and Deputy Leader and Cabinet Member for Education and Regeneration to approve the tendering and letting of a works contract for the public car park project.

## **Reasons for Recommendations**

1. To obtain authority from Cabinet to facilitate a public car park project on land at Cowbridge Livestock Market subject to viability, the availability of funding and statutory consents;
2. To obtain authority from Cabinet to appoint consultants as may be required to assist with the survey, feasibility, master planned design and delivery of the public car park project;
3. To obtain authority from Cabinet for a capital budget to fund and implement site surveys, feasibility work, master plan design, cost estimation for the proposed public car park project and its project management;
4. To obtain authority to approve the capital budget for the future detailed design, securing statutory consents and letting of a works contract to construct the public

car park project following completion of surveys, feasibility and costed master planned design of the final scheme;

5. To obtain authority to approve the tendering and letting of a works contract for the public car park project.

## **1. Background**

**1.1** At its meeting of 23rd October 2017 Cabinet approved (by way of Cabinet Minute C114 – refer to Appendix 1) a vision for the comprehensive regeneration of land at Cowbridge Livestock Market.

**1.2** This report updates the regeneration vision by:

a) outlining the positive progress of an ongoing works contract let by Cowbridge Charter Trust CIO in accordance with Cabinet Minute C114(5) involving the demolition and clearance of redundant cattle pens to expose and enhance the setting of the historic Town Wall, which is also being repaired as part of this important project;

b) recommending a new proposal to facilitate on land at Cowbridge Livestock Market (including the Main Site and land alongside the Town Wall i.e. the land indicatively edged red on the plan in Appendix 2) a public car park and associated environmental enhancements including a temporary events space and if feasible parking and/or a drop off point for coaches ("the public car park project"), subject to the availability of funding, viability, statutory consents and community consultation. This is a revised proposal superseding Cabinet Minute C114(2), which had proposed the Main Site be marketed and disposed for redevelopment along with some public car parking;

c) advising Cabinet that in accordance with Cabinet Minute C114(7) the Licence for Glamorgan Marts will not be extended beyond the end of March 2020; and

d) updating Cabinet on the status of the Exchange project proposed by the Vale Market Community Enterprise in accordance with Cabinet Minute C114(4).

## **2. Key Issues for Consideration**

COWBRIDGE CHARTER TRUST CIO PROJECT ON SITE:

**2.1** Cabinet Minute C114(5) resolved:

"...(5) T H A T authority is granted to the Head of Regeneration and Planning, in consultation with the Leader, Deputy Leader, Cabinet Member for Regeneration and Planning, Managing Director and Head of Finance, to agree a temporary Licence, and the boundary of the Licence area, with the Cowbridge Charter Trust CIO to implement works to demolish the non - operational cattle pens

indicatively shown coloured yellow and hatched green within Area Y detailed in Appendix B attached to the report, to facilitate restoration works at the Town Wall subject to agreeing a Methodology, funding and statutory consents...."

- 2.2** In accordance with Cabinet Minute C114(5) a first phase of the regeneration vision is successfully being facilitated by Cowbridge Charter Trust CIO. The project, which is known as Old Hall Gardens, comprises the demolition and clearance of the cattle pens followed by the repair of the exposed Listed Town Wall. Due for completion in August 2019, the circa £120k project is funded by the Welsh Government's Rural Community Development Fund (RCDF) and from the Vale of Glamorgan Council Stronger Communities funding.
- 2.3** The Trust's project is greatly enhancing the setting and visibility of the Listed Town Wall, an important part of the town's Conservation Area. Following the completion of the project the resultant cleared land alongside the Town Wall will be managed by the Council's Department of Environment and Housing for additional car parking with a temporary stone surface.

PROPOSAL FOR A NEW PUBLIC CAR PARK (ON THE MAIN SITE AND ON LAND ALONGSIDE TOWN WALL):

- 2.4** Cabinet Minute C114(2) resolved:
- "...(2) T H A T authority is granted to the Head of Regeneration and Planning, in consultation with the Leader, Deputy Leader, Cabinet Member for Regeneration and Planning, Managing Director and Head of Finance, to market and dispose Area X outlined in Appendix A attached to the report for redevelopment, subject to statutory consents, for a new land use or uses and for part of the site to include some public car parking, in liaison with property and planning advisors..."
- 2.5** It is proposed to supersede Cabinet C114(2) and facilitate on land at Cowbridge Livestock Market (including the Main Site and land alongside the Town Wall i.e. the land indicatively edged red on the plan in Appendix 2) a public car park and associated environmental enhancements including a temporary events space and if feasible include parking and/or a drop off point for coaches ("the public car park project"), subject to the availability of funding, viability, statutory consents and community consultation.
- 2.6** The proposed public car park will be carefully designed by way of a master plan promoting a strong sense of place and respecting this historic location within Cowbridge Conservation Area. The aim will be to complement the Trust's Old Hall Gardens project and respect the historic setting alongside the Listed Town Wall. The master planned approach will enable the car park to sensitively integrate with adjoining land uses, a Public Right of Way and will be prepared in consultation with the local community.

**2.7** It is anticipated the new public car park will boost Cowbridge town centre as an important destination for shopping, tourism, leisure and business.

GLAMORGAN MARTS:

**2.8** To deliver the public car park project requires a fully vacant Main Site as identified in Appendix 2. This requires the operator of the livestock market (Glam Marts) to vacate. Following the meeting of 23rd October 2017 Cabinet Minute C114(7) resolved:

“(7) T H A T authority is granted to the Head of Regeneration and Planning, in consultation with the Leader, Deputy Leader, Cabinet Member for Regeneration and Planning, Managing Director and Head of Finance, to grant a Licence and agree the boundary of the Licence area to enable Glamorgan Marts to continue to operate the Livestock Market until the end of March 2018 and for the term to be extended at the discretion of the said officers and members...”

**2.9** In accordance with Cabinet Minute C114(7) Glamorgan Marts, the operator of the Livestock Market, has been notified that their licence will only be extended until the end of March 2020. This will result in the Main Site being vacated from 1st April 2020 thereby creating the opportunity to facilitate the public car park project. This accords with the report to the Cabinet meeting of 23rd October 2017, which stated: "...The existing livestock market operation will be required....to vacate its current town centre location within a timescale to be determined by the Council..." The 2017 report stated the latter timescale was anticipated to "...be a period up to approximately 2 - 3 years..."

**2.10** The Council will be available to guide Glam Marts towards other alternative locations and possible sources of grant funding if available. The Council commissioned a report by PER to consider the future of a Livestock Markets <https://www.valeofglamorgan.gov.uk/Documents/Working/Regeneration/Rural%20Regeneration/100918-ValeLivestockMarketFeasibilityStudy-FinalReport-English.pdf> and how it could be made viable for the future. The report writers met with all the relevant interested parties and recommend that a new multi-function auction centre comprising:

- Mixed livestock sales
- Flexible auction facilities
- Mini business centre
- Potential rural business park with good road access close to the M4 would give the greatest potential for success.

Since the production of this report the Council has been involved in helping facilitate the delivery of a viable alternative market outside of Cowbridge with the relevant interest groups.

THE EXCHANGE

**2.11** Cabinet Minute C114(4) resolved:

"...That authority is granted to the Head of Regeneration and Planning (in consultation with the Leader, Deputy Leader, Cabinet Member for Regeneration and Planning, Managing Director and Head of Finance) to dispose of the land indicatively shown coloured green within part of Area Y (Appendix B) by way of a lease to the Vale Market Community Enterprise (VMCE) for a Market Hall facility (The Exchange), subject to the VMCE submitting a viable Business Case, securing funding and statutory consents..."

**2.12** Discussions are ongoing with the VMCE regarding Heads of Terms for a Lease, and the VMCE are still required to secure statutory consents and funding for their concept.

**2.13** Cowbridge Ward Members were consulted and the following response received:

"We three local members fully support the report to cabinet and its recommendations.

Geoff reminds you that his wife is chairman of the Cowbridge Charter Trust."

### **3. How do proposals evidence the Five Ways of Working and contribute to our Well-being Objectives?**

**3.1** LONG TERM - A primary aim of the project is to facilitate a master planned regeneration vision for the Cowbridge Livestock Market area including the proposed new public car park outlined in this report (subject to the availability of funding). The proposed public car park would be an important new asset boosting the town centre and helping it thrive in the long term as a key shopping, leisure and business centre.

**3.2** PREVENTION - A primary aim of the project is to prevent any negative impact on the historic Town Wall and the Conservation Area. The proposed comprehensive master plan must sensitively respect the historic importance of its location.

**3.3** INTEGRATION - A comprehensive and holistic master plan will be prepared aimed at integrating the proposed public car park with the wider town centre, neighbouring land uses e.g. the Scouts hall, Cowbridge Amateur Dramatics hall, and the adjoining open spaces/sports fields and residences and businesses.

**3.4** COLLABORATION - During the preparation of the master plan the opportunity may arise to collaborate with other community groups for example Cowbridge Charter Trust CIO.

**3.5** INVOLVEMENT - It is proposed to consult local neighbours and the wider community on the master plan for the proposed public car park as part of the statutory planning process.

## **4. Resources and Legal Considerations**

### **Financial**

- 4.1** The estimated cost of site surveys, feasibility work, master plan design, cost estimation for the proposed public car park project and its project management is in the region of £65,000. It is proposed that this cost is funded from the Policy Budget.
- 4.2** The estimated cost of completing a detailed design for tendering and the letting of a works contract and associated professional fees for administering the works contract will be determined following the completion of the survey, feasibility, master planning and cost estimation exercise.

### **Employment**

- 4.3** The proposed public car park would create temporary construction jobs. The public car park when operational has the potential to boost the town centre safeguarding jobs.

### **Legal (Including Equalities)**

- 4.4** The land associated with this regeneration project is within the freehold ownership of the Vale of Glamorgan Council.
- 4.5** The project would be delivered in accordance with the Council's equal opportunities, policies and ethos.

## **5. Background Papers**

None.

# APPENDIX 1

## Cabinet Meeting of 23 10 2017

### **C114 COWBRIDGE LIVESTOCK MARKET REGENERATION PROJECT (RLS) (SCRUTINY COMMITTEE - CORPORATE PERFORMANCE AND RESOURCES) –**

Cabinet was presented with a report that set out a new vision for regenerating the Livestock Market area in Cowbridge town centre, which envisaged the Livestock Market relocating to the edge of Cowbridge; the marketing and disposal of the main site for redevelopment; the provision of improved public car parking; an opportunity for the Vale Market Community Enterprise (VMCE) to deliver their proposed Exchange building; and an opportunity for Cowbridge Charter Trust CIO to facilitate further restoration of the historic Town Wall.

The Vale of Glamorgan Council owned the freehold interest of approximately 2.92 acres of land located at the vicinity of Cowbridge Livestock Market identified as Areas X (measuring approximately 2.15 acres) and Y (measuring approximately 0.77 acres) in Appendix A attached to the report. The land was located within the town centre and Cowbridge Conservation Area and was bisected by The Butts, a public highway leading to Southgate, with Area Y lying adjacent the historic Town Wall.

The Council had been supportive in principle since 2013 of a mixed use plan put forward in 2012 by a community group called the Vale Market Action Group (VMAG) to achieve the regeneration of land at Cowbridge Livestock Market. The VMAG comprised representatives of Cowbridge Chamber of Trade, Cowbridge Town Council, Glamorgan Marts (the Market Operator), the Vale Marketing Group, Cowbridge Charter Trust, Capital Region Tourism, local businesses and representatives of Vale farming interests.

The VMAG and its volunteers from the local community had over the past five years worked in liaison with the Council to facilitate a master plan in the spirit of the VMAG's vision but this had not been achieved. Following the local elections in May 2017 a new Project Board had been established comprising the Leader, Deputy Leader, Cabinet Member for Regeneration and Planning, Managing Director, Head of Regeneration and Planning and the Head of Finance. The new Board had concluded that a fresh approach was required by the Council to achieve the delivery of the comprehensive regeneration of Areas X and Y, subject to statutory consents, and was detailed in the report.

The Cowbridge Livestock Market Regeneration Project would be overseen by the new Project Board. The intention was to appoint consultant property surveyors to assist with the marketing and disposal of the main site (Area X) and assist with lease negotiations associated with the proposed lease of land for the Exchange. Additional consultants and consultancy support may also be required to achieve project delivery.

At the meeting, the Cabinet Member for Regeneration and Planning referred to references made in the report to "Cowbridge Charter Trust". He advised Cabinet that the Council had been advised by the Treasurer of the Trust that its correct name was "Cowbridge Charter Trust CIO", CIO being an abbreviation of Charitable Incorporated Organisation. Hence, he requested:

- a) the Minutes of today's meeting make clear that any reference to the Cowbridge Charter Trust in the report should read "Cowbridge Charter Trust CIO"; and
- b) Recommendation and Reason 5 should be amended to read "...Cowbridge Charter Trust CIO..."

This was a matter for Executive decision

Cabinet, having considered the report and all the issues and implications contained therein

RESOLVED –

(1) T H A T authority is granted to the Head of Regeneration and Planning to facilitate, in consultation with the Leader, Deputy Leader, Cabinet Member for Regeneration and Planning, Managing Director and Head of Finance, the new vision set out in this report, for the comprehensive mixed use regeneration of land at Cowbridge Livestock Market outlined in areas X and Y of Appendix A attached to the report.

(2) T H A T authority is granted to the Head of Regeneration and Planning, in consultation with the Leader, Deputy Leader, Cabinet Member for Regeneration and Planning, Managing Director and Head of Finance, to market and dispose Area X outlined in Appendix A attached to the report for redevelopment, subject to statutory consents, for a new land use or uses and for part of the site to include some public car parking, in liaison with property and planning advisors.

(3) T H A T authority is granted to the Head of Regeneration and Planning, in consultation with the Leader, Deputy Leader, Cabinet Member for Regeneration and Planning, Managing Director and Head of Finance, to facilitate the delivery of public car parking within the area indicatively shown coloured yellow in Appendix B attached to the report, and for the avoidance of doubt including the area coloured yellow and hatched green, subject to funding raised from the disposal of land at Area X outlined in Appendix A and B attached to the report and statutory consents.

(4) T H A T authority is granted to the Head of Regeneration and Planning, in consultation with the Leader, Deputy Leader, Cabinet Member for Regeneration and Planning, Managing Director and Head of Finance, to dispose of the land indicatively shown coloured green within part of Area Y, outlined in Appendix B attached to the report, by way of a lease to the Vale Market Community Enterprise (VMCE) for a Market Hall facility (The Exchange), subject to the VMCE submitting a viable Business Case, securing funding and statutory consents.

(5) T H A T authority is granted to the Head of Regeneration and Planning, in consultation with the Leader, Deputy Leader, Cabinet Member for Regeneration and Planning, Managing Director and Head of Finance, to agree a temporary Licence, and the boundary of the Licence area, with the Cowbridge Charter Trust CIO to implement works to demolish the non - operational cattle pens indicatively shown coloured yellow and hatched green within Area Y detailed in Appendix B attached to the report, to facilitate restoration works at the Town Wall subject to agreeing a Methodology, funding and statutory consents.

(6) T H A T authority is granted to the Head of Regeneration and Planning (in consultation with the Leader, Deputy Leader, Cabinet Member for Regeneration and Planning, Managing Director and Head of Finance) to appoint consultant property surveyors to assist with the marketing of Area X (Appendix A attached to the report) and the lease proposed for the VMCE's Exchange shown coloured green within part of Area Y (Appendix B attached to the report) along with any other consultancy support required and to appoint other consultants as may be necessary to achieve project delivery.

(7) T H A T authority is granted to the Head of Regeneration and Planning, in consultation with the Leader, Deputy Leader, Cabinet Member for Regeneration and Planning, Managing Director and Head of Finance, to grant a Licence and agree the boundary of the Licence area to enable Glamorgan Marts to continue to operate the Livestock Market until the end of

March 2018 and for the term to be extended at the discretion of the said officers and members.

(8) T H A T authority is granted to the Head of Legal Services to prepare, execute and complete all legal documentation required to facilitate the project.

(9) T H A T a project budget is made available during 2017/18 of £15,000, 2018/19 of £35,000 and 2019/20 of £10,000, to be funded in the short term from the Miscellaneous Properties budget which will be reimbursed up to a maximum of 4% of any future capital receipt once received and the capital programme will then be amended accordingly.

### **Reasons for decisions**

(1) To approve a new vision set out in the report to be pursued for the regeneration of Areas X and Y outlined in Appendix A and B attached to the report.

(2) To obtain authority to market and dispose for redevelopment Area X outlined in Appendix A and B attached to the report.

(3) To obtain authority to facilitate a public car park within part of Area Y outline in Appendix A and B attached to the report.

(4) To obtain authority to lease land to the VMCE for a Market Hall facility (The Exchange) within part of Area Y outline in Appendix B attached to the report.

(5) To obtain authority for a temporary Licence and to agree the Licence area with the Cowbridge Charter Trust CIO to facilitate the demolition of the non-operational cattle pens and Town Wall restoration works within part of Area Y outline in Appendix B attached to the report.

(6) To obtain authority to appoint consultant property surveyors and other consultants as may be required to achieve project delivery.

(7) To obtain authority to grant a temporary Licence for Glamorgan Marts and to extend the Licence period and agree the Licence area.

(8) To obtain authority for the Head of Legal Services to prepare, execute and complete all legal documentation required for project delivery.

(9) To allocate a project budget





# APPENDIX 2

**Proposed Public Car Park Edged dashed red** (subject to survey, feasibility, funding and statutory consents)

**Site for The Exchange Edged Green** (subject to contract)

**Cattle Pens Area (Hatched Black) – Cowbridge Charter Trust CIO project.**

## COWBRIDGE

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**Note: All Boundaries are indicative**

