



Agenda for a meeting of the Regeneration and Economy Overview and Scrutiny Committee to be held on Tuesday, 6 March 2018 at 6.00 pm in Committee Room 1 - City Hall, Bradford

Members of the Committee – Councillors

CONSERVATIVE	LABOUR	LIBERAL DEMOCRAT AND INDEPENDENT	GREEN	INDEPENDENT
Heseltine Mallinson	Farley Jamil H Khan Nazir	Fear	H Hussain	K Hussain

Alternates:

CONSERVATIVE	LABOUR	LIBERAL DEMOCRAT AND INDEPENDENT	GREEN
Pennington Whiteley	Green Johnson Salam Sharp	R Ahmed	Warnes

Notes:

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- If any further information is required about any item on this agenda, please contact the officer named at the foot of that agenda item.

From:

Michael Bowness
Interim City Solicitor

To:

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A. PROCEDURAL ITEMS

1. ALTERNATE MEMBERS (Standing Order 34)

The City Solicitor will report the names of alternate Members who are attending the meeting in place of appointed Members.

2. DISCLOSURES OF INTEREST

(Members Code of Conduct - Part 4A of the Constitution)

To receive disclosures of interests from members and co-opted members on matters to be considered at the meeting. The disclosure must include the nature of the interest.

An interest must also be disclosed in the meeting when it becomes apparent to the member during the meeting.

Notes:

- (1) Members may remain in the meeting and take part fully in discussion and voting unless the interest is a disclosable pecuniary interest or an interest which the Member feels would call into question their compliance with the wider principles set out in the Code of Conduct. Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.*
- (2) Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations, and must disclose at the meeting that this restriction applies to them. A failure to comply with these requirements is a criminal offence under section 106 of the Local Government Finance Act 1992.*
- (3) Members are also welcome to disclose interests which are not disclosable pecuniary interests but which they consider should be made in the interest of clarity.*
- (4) Officers must disclose interests in accordance with Council Standing Order 44.*

3. INSPECTION OF REPORTS AND BACKGROUND PAPERS

(Access to Information Procedure Rules – Part 3B of the Constitution)

Reports and background papers for agenda items may be inspected by contacting the person shown after each agenda item. Certain reports and background papers may be restricted.

Any request to remove the restriction on a report or background paper should be made to the relevant Strategic Director or Assistant Director whose name is shown on the front page of the report.

If that request is refused, there is a right of appeal to this meeting.

Please contact the officer shown below in advance of the meeting if you wish to appeal.

(Asad Shah/Sheila Farnhill – 01274 432280/2268)

4. REFERRALS TO THE OVERVIEW AND SCRUTINY COMMITTEE

Any referrals that have been made to this Committee up to and including the date of publication of this agenda will be reported at the meeting.

B. OVERVIEW AND SCRUTINY ACTIVITIES

5. UPDATE ON THE COUNCIL'S INVOLVEMENT IN RESIDENTIAL HIGH RISE BUILDINGS FOLLOWING THE GRENFELL TOWER DISASTER 1 - 8

The report of the Strategic Director, Place (**Document “W”**) will provide an update for members on the Council's involvement with high rise residential buildings following the Grenfell Tower disaster.

Recommended –

That the Committee note the report and request a further update on the work relating to high rise residential buildings in 12 months.

(Justin Booth – 01274 434716)

6. CITY CENTRE REGENERATION 9 - 20

The report of the Strategic Director, Place (**Document “X”**) updates the scrutiny committee on progress with city centre regeneration since its scrutiny hearing in March 2017.

Recommended –

Members are asked to note the content of this report.

(Clare Wilkinson – 01274 433537)

7. **CITY CENTRE MARKETS REFURBISHMENT PROPOSALS** 21 - 32

The report of the Strategic Director, Place (**Document “Y”**) will update Members on the refurbishment proposals for the city centre markets.

Recommended –

Members are asked to note this report and to recommend that a future report is presented to this Committee following the regeneration proposals for the City Markets being presented to this Committee.

(Colin Wolstenholme – 01243 432243)

8. **REGENERATION AND ECONOMY OVERVIEW AND SCRUTINY COMMITTEE WORK PROGRAMME 2017-18** 33 - 36

The report of the Chair of the Regeneration and Economy Overview and Scrutiny Committee (**Document “Z”**) presents the Committee’s Work Programme 2017-18.

Recommended –

That the Work programme 2017-18 continues to be regularly reviewed during the year.

(Licia Woodhead – 01274 432119)



Report of the Strategic Director of Place to the meeting of the Regeneration and Economy Overview and Scrutiny Committee to be held on 6th March 2018

W

Subject:

Update on the Council's involvement in residential high rise buildings following the Grenfell Tower Disaster

Summary statement:

This report provides an update for members on the Council's involvement with high rise residential buildings following the Grenfell Tower disaster.

Steve Hartley
Strategic Director of Place

Portfolio:
Regeneration, Housing, Planning & Transport

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Principal Building Control Surveyor
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Overview & Scrutiny Area:
Regeneration & Economy

1. SUMMARY

This report provides an update for members on the Council's involvement with high rise residential buildings following the Grenfell Tower disaster.

2. BACKGROUND

2.1 On the 14th June 2017 a catastrophic fire caused multiple fatalities and injuries at the Grenfell Tower in North Kensington. Grenfell tower was a 24 storey residential block. The cause and impacts of this tragedy have been well documented but in summary it has been reported that:

- Fire started in a malfunctioning refrigerator.
- Fire in flat was extinguished but had spread to the cladding.
- Fire in the cladding spread up the external faces of the building.
- The building fitted with external foamed polyisocyanate insulation boards and over that, aluminium composite material (ACM) rain screen for appearance and weathering.

2.2 In response to the tragedy, the Government has set up;

- A public enquiry, chaired by Sir Martin Moore-Bick
- A formal review of legislation relating to safety in buildings chaired by Dame Judith Hackett. (The Independent Review of Building Regulations and Fire Safety).
- The Building Safety Programme led by Tamara Finklestein.

2.3 The Building Safety Program's work has involved working with local authorities to identify any other high rise residential buildings that could have been clad in ACM cladding. The definition of a high rise building being that it is over 18 metres in height.

2.4 The Council has completed returns to government relating to the buildings within the district that are residential, over 18 metres high and faced with cladding.

2.5 The government has established a free testing service through the Building Research Establishment (BRE) to undertake tests to determine whether cladding installed on high rise buildings is constructed of ACM. This service is available to owners of all high rise residential buildings regardless of tenure.

2.6 On completion of any sample testing by the BRE, the West Yorkshire Fire and Rescue Service is notified of any sample results that are confirmed to be ACM. When notified of a test failure, the WYFRS have undertaken an inspection in conjunction with Housing Standards and Building Control of the property to determine what "interim measures" were required to ensure the reasonable safety of the occupants. The interim measures are based on a risk assessment of the building and introduce further factors, unique to the building. The measures can include an "all out" evacuation policy, modifications to the plans for tackling a fire in the building, the introduction of 24 hour watch by fire wardens and additional maintenance requirements.

2.7 The Independent Review of Building Regulations and Fire Safety published its interim findings on the 18th December 2017. The report identified areas of legislation that it considers to be in need of review and clarification. The levels of competence of the designers, specifiers and regulators involved in the safety of high rise residential buildings and is to be investigated further.

2.8 **Incommunities**

The Council transferred its Council housing stock to Bradford Community Housing Trust (now Incommunities) in 2003. This stock included a number of high rise blocks.

The high rise Incommunities' blocks have been checked by their staff and it has been reported to the Council and the government that none of the 18m plus blocks has ACM cladding. They have advised that, when refurbished, the blocks have received an external insulation layer covered by a render system. The Council has cross referenced this to the Building Regulations application for the works for validation purposes. As they are not fitted with ACM, no further action has been taken with regard to these high rise blocks.

As a responsible landlord, Incommunities has communicated regularly with its tenants and the Council in order to provide information and reassurance during this period.

2.9 **Private Sector Residential Blocks**

Subsequent to the disaster at Grenfell Tower, there has been an impetus to determine, on a national basis, the extent to which high rise residential blocks are subject to the same risks. The analysis has concentrated on the type of cladding that was used in the refurbishment of Grenfell Tower. The cladding is known as ACM which stands for aluminium composite material. The records of installed cladding, held by Building Control, have been examined to identify the buildings within the district that have been fitted with ACM.

To date, one high rise residential building in the Bradford District, Landmark House, has been found to have been clad with ACM as part of a refurbishment scheme in 2003. In line with the advice from DCLG, following joint inspection by West Yorkshire Fire & Rescue Services, Housing Standards and Building Control, mitigating measures have been put in place there to ensure the fire safety of residents until the ACM cladding can be removed and/or replaced.

A small number of other high rise residential buildings have been identified as of potential risk but the type of cladding installed is not known to the Council as the Building Control function for the work was undertaken by a third party private Building Control company. Building Control is working with DCLG, Housing Standards and the Fire Service to determine the type of cladding on these buildings. This involves requiring those responsible for each building to submit a sample of the cladding for testing to determine its composition and to put in place measures to mitigate the risk if the buildings are found to have the ACM cladding.

3. OTHER CONSIDERATIONS

- 3.1 The work by the Council and WYFRS to date has concentrated on those building of more than 18 metres in height and which are faced with cladding, particularly cladding formed from aluminium composite materials (ACM). As the investigation into the Grenfell Tower progresses, it is anticipated that the scope of the technical investigation will expand beyond ACM cladding and external insulation specifications onto issues relating to the safety of escape stairs, the subdivision of buildings into fire safe compartments, the management and maintenance of buildings and the policies for their safe evacuation.
- 3.2 The investigation into the Grenfell Tower disaster will, in time, produce recommendations to further protect the residents in tower blocks. It is likely that those recommendations will include changes to the Building Regulations and the powers of local authorities to enforce safety standards. There may well be resource implications for local authorities as the standards and the expectation of inspection and enforcement activity is escalated.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 The government has been clear that no additional resource will be made available to Councils for the work involved in surveying the district's high rise buildings, other than a small amount of "new burdens" funding to facilitate the data collection required by the DCLG.
- 4.2 Further detailed work in this field would require specific resources to be allocated for the purpose.
- 4.3 The change in legal interpretation of the common parts relating to the external fabric of these buildings and the outcome of the wholesale review of the fire safety parts of the Building Regulations will necessitate specific training for both Housing enforcement and Building Control staff to be undertaken.
- 4.4 In line with the Private Sector Housing Enforcement Policy (formally agreed at Executive on November 7th 2017) where the Council has enforcement responsibility it will seek to ensure compliance with housing standards in these buildings through co-operation. However it must be noted that should formal enforcement be necessary, there could be significant financial implications for the Council.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

The enforcement of standards in high rise residential building is complex. Responsibility for the enforcement of those standards is divided between the Council (Building Control and Housing) and WYFRS. Due to the complexities and potential overlaps between the legislation enforced by the Council's Housing Service and WYFRS both organisations, along with other West Yorkshire authorities had, prior to the Grenfell disaster entered into a formal agreement known as the Fire Protection Policy. Originally issued on the

01/11/2011, this policy document outlines the authority that will normally take the lead in inspection and enforcement action in different types of property, regardless of tenure. The document has been reviewed and agreed by all parties following this disaster.

The legislation enforced by both authorities relating to fire safety is risk based.

6. LEGAL APPRAISAL

6.1 The enforcement of standards in high rise residential building is complex. Responsibility for the enforcement of those standards is divided between the Council (Building Control and Housing) and WYFRS.

Three principal sets of legislation apply to the “policing” of fire safety in high rise residential buildings;

- Regulatory Reform (Fire Safety) Order 2005. This order covers the common parts of a building such as escape stairs and entrance lobbies, but not within apartments or flats themselves.
- The Housing Act 2004 and its associated Housing Health and Safety Rating System are concerned with the safety within flats and the intention is that it should “dovetail” with the provisions of the Fire Safety Order. One of the issues raised by the Hackitt Review is the lack of clarity in the interaction between the two sets of legislation.
- The Building Act 1984 empowers the government to make Building Regulations. These regulations apply to situations where buildings are being constructed or altered. It does not apply to buildings that are unaltered but have fallen behind in their compliance with new safety standards or where buildings have not been maintained to meet the current standards. Section 36(6) of the Act deals with noncompliance with the Building Regulations and gives a local authority the powers to obtain a High Court injunction in cases where the Building Regulations have been breached when the breach(es) are discovered outside the time limits allowed under the Building Regulations.
- The three different pieces of legislation above are supposed to cover all aspects of fire safety for residents of high rise buildings, however, the practicality of some parts have been questioned by the Hackitt Review.

6.2 Since the Grenfell disaster a number of letters of clarification have been received from the DCLG and WYFRA relating to the enforcement of standards relating to the external cladding of high rise residential buildings.

Under Housing legislation the definition of common parts would include the external structure of a building. The various letters of clarification from the DCLG and WYFRS have advised that under the Regulatory Reform (Fire Safety) Order 2005 the definition of common parts does not include the external structure of the building and therefore that although the WYFRS will continue to take the lead enforcement role for the common parts of high rise residential buildings this will not include the external fabric of the building, e.g. the cladding. These letters therefore advise that enforcement of standards relating to any cladding or external structure will have to

be taken by the Local Authority using its powers under the Housing Act 2004.

In order to utilise its powers under the Housing Act 2004, officers within the Council's Housing Standards team need to undertake a Housing Health and Safety Risk Assessment (HHSRS). This would include the hazard of fire safety.

In practice, in order to assess the hazard of fire safety a joint inspection with WYFRS and Building Control is being undertaken as the assessment requires information from WYFRS relating to conditions within the common parts, which WYFRS retain enforcement responsibility for, conditions within individual flats and the condition of the external structure and input from Building Control. Any enforcement required will then be undertaken by the lead authority following consultation with all 3 services.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

The improvement of housing conditions in the District will have a positive impact on those groups and individuals who suffer multiple disadvantages associated with poor quality and inadequate housing.

7.2 SUSTAINABILITY IMPLICATIONS

The interventions that Building Control, Housing Standards and WYFRS take to improve the quality of the housing will help to create a more sustainable housing stock for the district.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

The modifications to the external structure of Grenfell Tower were made for a number of reasons. One of the important considerations was the addition of external thermal insulation to upgrade the thermal performance of the building.

Further amendments to the legislation and required technical standards applying to the introduction of additional thermal insulation may reduce the achievable levels of energy savings. The likely introduction of a requirement for insulation materials to be non-combustible will make the use of the highly thermally efficient foamed polyisocyanates redundant. The current available non-combustible substitutes are mostly based on mineral fibre which does not have as good a thermal resistance.

7.4 COMMUNITY SAFETY IMPLICATIONS

High rise residential buildings are by their very nature of higher risk due to a number of factors;

- the height of the building, leading to greater travel distances,
- more restricted escape routes,
- More difficult rescue operations and greater challenges in fighting fires.

The mitigation of these factors is addressed through the design and construction of the buildings and the maintenance of the features that make a building safe in case of fire is critical for the safety of the building's residents. The Council and WYFRS have visited all high rise residential buildings where ACM cladding is thought to be present and has followed DCLG guidance to ensure that, where ACM is confirmed, other interim measures are in place to protect residents from the risk of fire.

7.5 HUMAN RIGHTS ACT

No implications under the Human Rights Act have been identified.

7.6 TRADE UNION

No Trade Union implications have been identified.

7.7 WARD IMPLICATIONS

The Council and WYFRS work to address any issues with high rise residential buildings across the district.

8. NOT FOR PUBLICATION DOCUMENTS

None.

9. RECOMMENDATIONS

9.1 That the Committee note the report and request a further update on the work relating to high rise residential buildings in 12 months.

10. APPENDICES

None.

11. BACKGROUND DOCUMENTS

Letter to Local Authorities from DCLG Building Safety Programme 29 November 2017

Building a Safer Future; Independent Review of Building Regulations and Fire Safety: Interim Report

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Report of the Strategic Director to the meeting of the Regeneration and Economy Overview & Scrutiny Committee to be held on 6th March 2018

X

Subject:

City Centre Regeneration

Summary statement:

This report updates Scrutiny Committee on progress with city centre regeneration since its scrutiny hearing in March 2017.

Steve Hartley
Strategic Director - Place

Portfolio:

Cllr Alex Ross-Shaw

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Overview & Scrutiny Area:
Regeneration and Economy

1. SUMMARY

- 1.1. This report updates Scrutiny Committee on progress with city centre regeneration since its scrutiny hearing in March 2017. An update on City Centre Markets is being provided under a separate report.

2. BACKGROUND

- 2.1 Bradford is one of the biggest and fastest growing districts in the UK and a key driver of the wider City Region economy. Business success, jobs growth and an increased evening economy are essential parts of the district's economy and, while the district has distinct economic areas with different strengths, influences and dynamics, a strong vibrant city centre remains key to future economic growth.
- 2.2 The City Centre therefore remains a focus for the Council as part of our wider approach to economic growth across the district. Due to its size and scale it is also recognised as a Strategic Priority Area in the city region's Strategic Economic Plan.
- 2.3 Bradford City Centre is the key location for employment in the district and is home to over 2000 businesses that support 22% of jobs (one in five of all jobs in the district) generating 31% of the District's Gross Value Added (GVA).
- 2.4 The value of Bradford's economy as measured by total GVA is close to £10bn and GVA estimates project a steady increase with the district economy forecast to be worth around £14 billion in 2030.
- 2.5 The City centre is a key location for sectors with future growth potential such as financial and business services and digital and creative industries. It also hosts a number of important economic and cultural assets, including the University, Bradford College, the Alhambra and the National Science and Media Museum.
- 2.6 To compete economically we have to ensure the city centre is a liveable and vibrant place to attract and retain businesses and talent.
- 2.7 This report is therefore brought before this committee to update Members on regeneration developments in Bradford City Centre. The report includes updates on the key developments, programmes and projects underway and planned in the City Centre and on activities being undertaken to support businesses to locate and/or expand.

3. City Centre Growth Scheme

3.1 Performance Update

In December Barclays Bank released research revealing Bradford as the best place in the country to start a business. The city came top for best business rate relief, road infrastructure, number of job vacancies, cost of commercial rent and business survival rate.

3.1.1 Since its launch in 2012, the City Centre Growth Scheme has assisted 225 businesses to either open or expand within the City Centre. Supporting the enterprising nature of the District, the scheme has encouraged 45 new start-ups to open up within the Growth Zone. This initiative has been recognised by Government for its role to creating the right environment for business growth.

3.1.2 To date 722 new full and part-time jobs have been created by the businesses assisted, this is equal to 614 Full time equivalent jobs. The scheme has also impacted on the high street by supporting 85 vacant units to be brought back into commercial use.

3.2 Priority Streets

3.2.1 Launched in summer 2015, this is a targeted scheme to incentivise businesses to bring back in to use vacant ground floor units in key retail streets with high volumes of vacant properties. The area includes a number of landmark and gateway properties linking to the retail core. The package of support available includes capital grants towards property improvements and equipment purchases along with business rate rebates. The grant awards are capped at 200,000 Euros due to State Aid regulations.

3.2.2 A review of the Priority Streets scheme was undertaken in autumn 2017, taking into account vacancies, feedback from stakeholders and an analysis of grant enquiries.

3.2.3 As a result, the geographic coverage of the scheme was increased to cover twelve streets within the retail core encouraging investment through to the top of town.

3.2.4 The scheme now offers support targeted at the following streets: -

Darley Street	Queensgate
Kirkgate/Albion Court	Hustlergate
Piece Hall Yard	Rawson Place
Rawson Square	Ivegate
Tyrrel Street	Bank Street
North Parade	Manor Row (Upper)

3.2.6 To date the scheme has provided grants to twelve businesses, (Capital & Rate rebate), six of which have been new starts. Investment has seen eleven vacant properties within the Priority Streets area brought back into use.

3.2.7 Recent approvals include capital grant funding and a rate rebate for Tiffin Coffee Ltd. This new independent coffee shop has recently opened within the Grade One listed Wool Exchange. The refurbishment of this retail unit has brought a redundant space back into use and provided a quality independent venue for shoppers, workers and visitors adding to the food and beverage offer in the City Centre. The coffee shop opened in December, creating ten full-time equivalent new jobs.

3.2.8 There remains a steady pipeline of Priority Streets enquiries and a number of proposals in preparation for some key city centre properties. It is anticipated that 2018 will see the completion of a number of exciting developments.

4. City Centre Management

4.1 Vacancy Rates

- 4.1.1 A city centre vacancy count is undertaken on a quarterly basis. The most recent count taken at the end of December 2017 showed a vacancy rate of 19.2%, which was the same as the count taken at the end of September 2017. This is slightly worse than the count in June 2017, which had vacancies drop to 18.4%.
- 4.1.2 In January 2014 the vacancy rate was 22%. A steady reduction in vacancies was being seen alongside a major increase in the number of available units following the opening of The Broadway. Based on the current trend, it is anticipated that the KPI target of 18% will not be achieved this year, however there are a number of units under development that are included in this count and are due to become operational this spring.

4.2. Footfall Figures

- 4.2.1 The Broadway Shopping Centre saw a year on year increase in footfall over the main Christmas trading period in December 2017 with 1.5 million visits to the centre. The main trading week prior to Christmas saw an increase of 5% year on the previous year with seasonal events being very well attended. Work is underway with partners to link up city centre events to create an identifiable Bradford Christmas brand going forward.
- 4.2.2 Footfall at the train stations has now settled and is fairly consistent with the Interchange remaining the main public transport route into the city centre. In the final quarter of 2017 (October to December) 1.5 million people were counted on Bridge Street by the Interchange entrance. The footfall counter on Broadway counted just over 2.6 million people in this same period. This was a small year on year increase from the same period in 2016.
- 4.2.3 Darley street footfall is now averaging at around one million people counted per quarter, with Kirkgate showing a steady average of 1.5million per quarter.

4.3 City Centre BID (Business Improvement District)

- 4.3.1 In 2016 the Council sought to progress a BID with the business sector. The General Manager of the Broadway, Ian Ward, has established a BID Development Group for Bradford City Centre. Ian brings a wealth of experience as former Chair of the Liverpool Central BID. The Bradford development group comprises around 30 key business operators and stakeholders and meets on a monthly basis.
- 4.3.2 During September to November 2017 City Centre businesses were asked to complete a questionnaire to ascertain support for a BID in Bradford. 70% were in support, 22% undecided and just 8% against. This has resulted in a full business plan being developed. This will be presented in June 2018 and will be voted on by the businesses during September and October 2018. Should there be a yes vote, the BID would go live on 1st December 2018, generating circa £2.5 million during the Five year term.
- 4.3.3 The BID will allow a unified voice for the management of the city centre, with the four “pillars of success” including Safe, Alive, Promoted and Clean.

5. Anti-Social Behaviour

5.1 Begging Strategy

5.1.1 The Strategic ASB Board has agreed an approach to reducing instances of begging, rough sleeping and drug dealing/use in public spaces across the District but predominately in the City Centre, Shipley and Saltaire. This includes a tactical response to the recent activity of begging on traffic islands/lights. Perpetrators will be identified and robust referrals provided to the ASB Team. These referrals may result in the issuing of a CPN (Community Protection Notice) to the individual involved.

5.1.2 In November 2017 the Bradford Cares Campaign was launched to work alongside the Begging Strategy. This educational campaign is aimed at members of the public to direct them to local providers/services. A social media campaign has been launched using the twitter handle @BFDCaresForum and Facebook page – bradfordcaresforum, along with a website www.streetsupport.net/bradford detailing help and services available.

5.2 Public Spaces Protection Order

5.2.1 The current Public Spaces Protection Order (PSPO) for the City Centre is being reviewed. This will include a further consultation exercise with City Centre Businesses to ascertain their views on the success or otherwise of the current PSPO and to investigate any changes required to the order, such as including other restrictions or altering the map footprint. To deal with repeat offenders, the ASB team are developing training and processes to be able to issue CPN's (Community Protection Notices) to these individuals.

5.2.2 General anti-social behaviour (causing alarm/harassment and distress to others) can also be dealt with by the use of CPNs. However failure to adhere to the agreed interventions put in place by the ASB team can ultimately lead to the issuing of CBOs (Criminal Behaviour Orders).

5.2.3 These carry a range of stipulations such as a complete ban from the City Centre. Case files are regularly being compiled and presented to court by the ASB team to deal with those that will not engage and have failed to respond to those early and on-going interventions.

6. Cultural Offer

6.1 City Centre Animation

6.1.1 Work is underway to create a partnership body to oversee and develop a strong vibrant cultural offer within the city centre which stimulates the night time economy and provides an exciting cultural experience for all. Progress to date has included: meetings to establish the parameters' required for a City Centre Animation Board; the sharing of events planned within the city centre with the aim of creating an annual calendar of events/activities with partners and collaboration with key seasonal programmes e.g. a winter programme which saw the Broadway leading the 'Christmas Lights Switch On' with support from the council.

6.1.2 Throughout 2017, the City Centre hosted a number of signature events such as: a start day of the Tour de Yorkshire in April, a mass participation family cycle ride in May, Bradford Literature Festival in June, Bradford Festival and Bradford Science

Festival in July and Illuminate Bradford in October. Collectively these signature events have attracted over 500,000 people into the city centre and contributed to evening and night time economy.

- 6.1.3 Building on the successes from 2017, work is continuing to create a vibrant programme for the city centre in 2018. In partnership with Welcome to Yorkshire, Y18 will be held this year at the Alhambra Theatre, June will have Bradford Pride, Hope not Hate, Armed Forces Day, and Windrush events. The hugely successful Bradford Literature Festival will take place between the 29th June and the 8th July. July will also see Bradford Festival and Bradford Science Festival take place with August bringing a number of Family Film Screenings, Bradford Classic Cars Event, Make your Mela and a Digital Science Festival.
- 6.1.4 Between June and September all the events within the City Centre will include an 'Inspired by' component of the Great Exhibition of the North, which concludes in September with a 'Takeover/Big Party' lead by the creative sector. October will see the return of the hugely successful 'Illuminate Bradford' and discussions are taking place for Christmas.
- 6.1.4 Overall the City Centre events programme is increasingly reliant on partnership working and supported activities with large and small organisations. This rich mix of activities provides a vibrant experience for our communities and residents to enjoy.

Bradford UNESCO City of Film

- 6.2.1 2017 was a busy year for Bradford UNESCO City of Film as the team continue to use the designation as UNESCO's first City of Film to drive regeneration and contribute towards sustainable development in the city and surrounding district.
- 6.2.2 The success of the Creative Cities Network is reflected in its expansion in October 2017 to 180 members in 72 countries. The network now includes 10 cities in the UK. Bradford is now firmly embedded as part of this influential network which strives to foster social and economic good, raise the profile of each individual city's culture and communities and share good practice.
- 6.2.3 The Bradford Film Office has seen its busiest year to date with 35 film and TV productions basing themselves in Bradford District, resulting in double the number of filming days spent in the city last year. This was good news economically for Bradford with local hotels, services and facilities all benefitting.
- 6.2.4 Festival audiences have grown, with the expanded Bradford Family Film Festival which saw attendees increase by 89 % from 2016. Events such as the Dr Who Christmas Special screening in the Odeon continue to bring people into the City Centre and help to develop the night-time economy. Bradford UNESCO City of Film are also working closely with the new cinema due to open in Broadway, which will further stimulate the city centre offer.

6.3 St. Georges Hall

- 6.3.1 St Georges Hall closed in 2016 in advance of its proposed refurbishment. Henry Boot Construction Ltd (HBCL) were appointed as the main contractors in May 2017 and started on site in June 2017.

6.3.2 The initial scope of works included:

- i. Improvement to the external envelope including roof slates replacement, major repairs to the stonework, windows and guttering system;
- ii. Refurbishment of the front of House areas including all bar areas, toilets, and offices;
- iii. Improvement to the customers' auditorium experience including Auditorium new seating arrangements, the replacement or refurbishment of all seats, new retractable stage and other visual/hearing improvements and
- iv. Full rewiring of the building.

6.3.3 As the project progressed the Council has also undertaken other works so as to comply with requirements of Planning, Building Control and the Heritage Lottery Fund. These include:

- i. The repair and upgrade the building's ventilation system;
- ii. The replacement of the roof's secondary wood structure
- iii. Upgrading fire protection for the building

6.3.4 All internal works are due to be completed by September 2018; however works to the external envelope and removal of the scaffolding are planned until the end of 2018.

6.3.5 Theatres Services will implement a soft opening from the autumn of 2018 and cultural events/shows will start from January 2019 onwards.

6.4 Former Odeon

6.4.1 In December 2014, the Executive agreed that the Bradford Live scheme be approved as the preferred development option for the former Odeon site and a Development Agreement be prepared and agreed with Bradford Live for the viable and earliest possible delivery of the preferred scheme.

6.4.2 The Bradford Live proposal was to transform the former Odeon cinema into a commercially viable and sustainable, professionally-run, 4,000 capacity world class live music/ performance venue and leisure hub that will attract new entertainment and events business to Bradford and the Sub-Region over and above that provided by existing venues in the City and the wider City Region. The attraction of the scheme to the Council was not only that it would deliver the Odeon as a significant cultural asset but also that its successful redevelopment would strengthen the night time offer in the city centre and therefore significantly contribute to its regeneration.

6.4.3 Following the Executive decision in December 2014, Bradford Live has continued to refine their scheme, explore funding and following a number of attempts has now identified a preferred operator. Bradford Live's consultant team is the same one that created the solutions for Venues in Leeds, York, Hull, Bristol and Copenhagen. Following a competitive marketing process, Bradford Live has identified this year, the NEC International Group (NEC) as their preferred operator.

6.4.4 NEC is a well-known exhibition and conference operator in the UK, who also operate 3 live music venues in Birmingham, have recently completed a live music venue in Dublin and have another under construction in Paris.

- 6.4.5 NEC has offered to enter into a new 30 year Full Repairing and Insuring lease in a refurbished building. NEC's proposal is to operate a 4,000 capacity live music and conference and exhibition space, both much needed facilities in the city along with a bar, restaurant and coffee shop to be open seven days a week providing active frontages during the day.
- 6.4.6 This proposition is seen as a significant 'game changer' to the city, as a successfully redeveloped former Odeon will strengthen the night time offer in the city centre. NEC have predicted that they will attract circa 270,000 visitors a year to the city centre providing a substantial boost to the existing retail/leisure city centre businesses.
- 6.4.7 NEC estimates the venue will create 86 direct full time equivalent (FTE) private sector jobs, and approximately 60 FTE positions associated with the construction phases over two years.
- 6.4.8 The overall cost of the project is estimated in the region of £20 million, and following reports to Exec in December 2017 and January 2018, the Council has committed to lending £12 million to the project with the loan repayments secured against NEC's rental, with the balance of the funding identified via NEC, who are committing to investing £2 million, and grants awaiting decisions from the Northern Cultural Regeneration Fund, and application to the Heritage Lottery Fund and the Combined Authority.
- 6.4.8 Subject to the necessary funding being secured, and planning permission being obtained later this year, construction is due to commence quarter one 2019 with an anticipated opening quarter three 2020.

7 City Centre Developments

7.1 One City Park

- 7.1.1. The proposed opportunity was introduced in London at the MIPIM (UK) event on 18 October 2017 followed by an invitation for informal expressions of interest to the development/investment sector which produced reasonably positive returns.
- 7.1.2 As a result it is intended to present the One City Park opportunity at Mipim Cannes in March 2018. This will be followed by a formal selection process to secure a preferred developer/end user by early 2019.
- 7.1.3 Detailed design and planning will follow with the intention of having a completed development by 2021.

7.2 Broadway, Cinema and Royal Mail site

- 7.2.1 The take up of retail units within the centre continues, for example Footlocker and the Fragrance Shop both opened stores in December. The opening of the Indian street food restaurant, Popadoms although delayed, is now expected April/May 2018.
- 7.2.2 Work on the Light Cinema and the four/five restaurant units in Phase Two are nearing completion in preparation for the cinema's opening after Easter. With regards to restaurant unit take-up Meyer Bergman are reporting that two units are under offer and a third in negotiation.

7.2.3 Demolition of the former Royal Mail sorting office was completed last year. As yet, British Land have not submitted a new planning application for the site's retail and leisure-based redevelopment.

7.3 Station Gateways

7.3.1 Following last year's agreement by WYCA's investment panel and subsequent continued progress, successful public consultation on the station design for the new **Forster Square station** was carried out before Christmas (as presented to the December EWMOS), allowing progress to finalised concept design.

7.3.2 Stakeholder engagement has taken place with MBU Capital, the new owner of Centenary Court and HMRC, the existing occupier of the office building, as a result of which agreement is being given to the latter's request for short term use of part of the former Westfield compound for temporary staff parking.

7.3.3 The Stations Programme Board has agreed that the design and procurement approach will be led by the WYCA / CBMDC project team rather than Network Rail providing greater control over project development and timescale, etc. The invitation to tender for the full business case submission is being finalised, with a target date of mid 2019 for start on site.

7.3.4 Following amendment to the programme and projected spend on **Bradford Interchange**, Two expressions of interest (EoI) have been submitted:

7.3.5 Phase One (up to 2026) concentrates on developing an outline business case to develop a £5m to £10m programme of non-abortive works in advance of more ambitious works in Phase Two.

7.3.6 Phase Two (2026 to 2035) concerns proposals to develop a more comprehensive reorientation of the interchange environment, creating a much higher quality gateway into the city. Three Phase Two options are being considered: 2A based on existing structure; 2B new development on same site; and 2C new development on new site. These will be considered in line with longer term aspirations for a potential Northern Powerhouse Rail (NPR) station.

7.4 Top of Town

7.4.1 Masterplanning of the area around the site of the present Oastler Centre is taking place in association with work on its proposed closure and relocation (as covered by a separate report on the City Centre markets). The strategic objectives of masterplanning of this part of the "Top of Town" area are to:

- i. Make a safe, attractive and resident friendly place to provide sufficient demand to support new retail;
- ii. Reshape the retail offer as a high quality secondary [non high street] location with widened business opportunities;
- iii. Work with private and public partners to deliver new residential development of the right type, size and quality to make the area one of choice; and

- iv. Provide the necessary social infrastructure to support the area's sustainability.
- 7.4.2 The intention will be to create a new "residential village" environment attractive to families and others through a 10-15 year master delivery plan.

7.5 Townscape Heritage Scheme

- 7.5.1 A bid is being made to secure £2 million lottery funding from the Heritage Lottery Fund (HLF) to deliver a Townscape Heritage scheme in the City Centre. The target area centres around Rawson Place, North Parade, Northgate, Darley Street. This area, within the City Centre conservation area, is home to many listed buildings and a number of buildings in need of urgent repairs. Many of these properties are vacant, particularly upper floors, and original features have been removed.
- 7.5.2 This scheme will support the vision for the area, promoting a vibrant day and night economy providing a quality offering of independent shops and leisure uses. It will encourage the reuse of upper floors for offices and residential accommodation and will breathe new life into these historic buildings.
- 7.5.3 The four year scheme will offer property owners grant contributions of up to 60% to repair and reinstate traditional features such as shop fronts and windows, and bring vacant floor space back into use. The public realm around Northgate and Nutter Place, and the statue of Richard Oastler will also be improved. 50 projects have been identified and have been categorised by priority, with a list of 21 projects currently identified as being within budget.
- 7.5.4 A successful first round bid to HLF funded a development phase, which has led to a second round bid submission being made to the HLF in February 2018. A Townscape Heritage scheme project officer was appointed to complete the second stage bid, and to deliver the scheme once HLF funding has been secured. The estimated start date for the scheme is July 2018.

8 Planning Updates

8.1 City Centre Area Action Plan

- 8.1.1 The fifteen year development plan for the City Centre was adopted in December 2017. The plan provides a framework for the regeneration of the area, guiding and co-ordinating future development over the next 15 years. The AAP has allocated development sites within city centre, including the reuse of existing buildings. This will form a catalogue of sites for developers wanting to develop within the centre.

8.2 City Centre Local Development Orders

- 8.2.1 Agreement has been given to extend the existing City Centre Local Development orders (LDO) for a further three years. A proposal for an additional LDO aligned to the Priority Streets area is being explored. This will enable a simplified process for applicants wanting to bring vacant properties back into use, where currently planning consent for change of use would be required.

9 City Plan

9.1 We continue to deliver the priorities as set out in City Plan. Key actions for 2018 include -

- i. City Centre markets and Oastler area master planning.
- ii. Review of the City Centre Local Development Order with a view to potential expansion. Remaining responsive to continuing evolution of the city centre function especially as regards retail, and maximising opportunities for diversification including residential and leisure uses
- iii. Supporting the development of a Business Improvement District in the City Centre.
- iv. Responding positively to new government initiatives for investment into the regions particularly for transport (Northern Powerhouse Rail), station improvements, new homes and education and close working with the West Yorkshire Combined Authority and Homes England to ensure funding opportunities are maximised.
- v. Provision of business support for existing businesses within the City Centre and promoting new business start-up.
- vi. Secure HLF funding for the City Centre Townscape Heritage scheme and commence delivery - working with building owners to help secure the re-use of old buildings at the Top of Town.
- vii. Ensuring the city centre remains a safe and attractive place for people to live in, work in and visit
- viii. Maintain delivery of priority Council owned sites including Number One City Park and the former Odeon.

10. FINANCIAL & RESOURCE APPRAISAL

There are no financial issues arising this update report.

11. RISK MANAGEMENT AND GOVERNANCE ISSUES

If there are no significant risks arising out of the implementation of the proposed recommendations should be stated but only on advice of the Finance Director and the City Solicitor.

12. LEGAL APPRAISAL

12.1 There are no legal issues specifically arising from this report.

13. OTHER IMPLICATIONS

13.1 EQUALITY & DIVERSITY

There are no specific equality and diversity issues.

13.2 SUSTAINABILITY IMPLICATIONS

There are no specific sustainability implication arising from this report.

13.3 GREENHOUSE GAS EMISSIONS IMPACTS

There are no specific impacts.

13.4 COMMUNITY SAFETY IMPLICATIONS

There are no specific community safety implications

13.5 HUMAN RIGHTS ACT

There are no Human Rights implications

13.6 TRADE UNION

There are no Trade Union implications

13.7 WARD IMPLICATIONS

None

13.8 NOT FOR PUBLICATION DOCUMENTS

None

14. RECOMMENDATIONS

Members are asked to note the content of this report.

15. BACKGROUND DOCUMENTS

Regeneration and Economy Overview & Scrutiny Committee reports –
8th March 2017, 22nd September 2016, 14th October 2015



Report of the Strategic Director of Place to the meeting of Regeneration and Economy Overview and Scrutiny Committee to be held on 6th March 2018

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Subject:

City Centre Markets Refurbishment Proposals

Summary statement:

This report will update Members on the refurbishment proposals for the city centre markets

Steve Hartley
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Portfolio:

Regeneration, Planning and Transport

Overview & Scrutiny Area:

Regeneration and Economy

1. SUMMARY

- 1.1. This report will update Members on progress on the strategic options for the two city centre markets and report progress since the last report update on 8th March 2017.

2. BACKGROUND

- 2.1 On 31st March 2017, market tenants were informed in writing of the decision by the Council to review its city centre markets and the part of the city centre known as the 'Top of Town' and were presented with initial proposals which were as follows:
- The Council has taken an option to purchase the former Marks & Spencer building on Darley Street with a view to creating a new food-focused market.
 - Kirkgate Market will receive significant investment to refurbish and modernise with better integration into the Kirkgate Shopping Centre.
 - Once the above investments are complete and open to the public the Oastler Centre will close. The whole site will then be redeveloped primarily for housing, which in turn will support North Parade and nearby streets to strengthen links with the rest of the city centre and support the café and evening economy.
- 2.2 The first step in consulting on these proposals took place at the City Centre Retailers' Meeting in City Hall on 6th April 2017.
- 2.3 On 10th April 2017, a circular letter was issued to all traders to commence the initial consultations on the Council's proposals for its city centre markets.
- 2.4 A total of 127 tenants were contacted and given the opportunity to comment on our redevelopment plans.
- 2.5 120 tenants completed a survey with 7 tenants that did not respond despite several reminders either through visits to their unit(s) and letters/emails sent to their home and/or business addresses.
- 2.6 94% of traders did complete the survey and provided their views on the Council's proposals.
- 2.7 Traders were asked their views on four key questions:
1. Whether they agreed with the Council's proposals to create a food focussed market in the former Marks & Spencer building on Darley Street and a non-food market in a refurbished Kirkgate market.
 2. Their views on creating a food focused market in the former M&S on Darley Street.
 3. Their views on creating an enhanced non-food offer in Kirkgate Market.
 4. If these proposals were approved where they would consider trading from.

2.8 The results of the initial consultation exercise were:

- 78% of traders are in favour of the Council proposals to create a food focused market in the former M&S building in Darley Street and an enhanced non-food offer in a refurbished Kirkgate Market.
- 60% of traders are in favour of creating a food focussed market in the former M&S building, Darley Street.
- 59% of traders are in favour of creating an enhanced non-food market offer in a refurbishment Kirkgate Market.
- Traders' preferences on future trading location indicated that:
 - 19 traders preferred to trade in the former M&S building
 - 62 traders preferred to trade in a refurbished Kirkgate Market
 - 4 traders preferred to trade in a different location
 - 33 traders preferred to trade in a refurbished Oastler Centre
 - 2 traders would cease trading

2.9 The general themes from traders who disagree with the proposals cited the main reasons being the reservations with creating a separate food and non-food market. Other comments related to the over representation of similar goods and too much competition as non-food traders in Kirkgate Market and Oastler Centre will compete in one location. Many traders defaulted to the position of leaving things as they are and just refurbish both markets. Other general comments mentioned by traders were the priority for stall allocations and the timescale was too long to halt the on-going decline. Compensation for traders was another general theme.

3. Progress

3.1 In order to take the market proposals forward the Council undertook a comprehensive tendering exercise in June 2017 to appoint experienced consultants to design and deliver this project.

3.2 The Council invited submissions from lead consultants who can provide or build a multi-disciplinary team to cover a broad range of tasks to include, but not be limited to, Project Management, Architectural Design Services, Quantity Surveying, Structural Design, Mechanical & Electrical Design, building works supervision.

3.3 In particular the Council were seeking firms or teams who can demonstrate:

- Success in assembling and leading multi-disciplinary teams to deliver robust and commercially viable design solutions and implementation strategies with public sector clients.
- Success in the design and construction of complex building refurbishment projects.
- Demonstrable retail experience, preferably including the design and phased refurbishment/development of retail markets.
- Good current knowledge of local and national market trends and trading conditions.

- 3.4 In August 2017, the Council appointed a multi-discipline team of professional services to develop the markets scheme for Kirkgate Market and the former Marks & Spencer building on Darley Street.

The multi-discipline design team is made up of the following services:

- Architectural Design - Greig & Stephenson
 - Project Management - Black Cat Building Consultancy
 - Chartered Quantity Surveyors – Tozer Gallagher LLP
 - Consulting Engineers – Sanderson Watts Associates
 - Electrical Engineers - Ian Williams Partnership
- 3.5 The external design team have a wealth of retail experience particularly in markets having been involved in the redevelopment of Borough Market, London, Camden Market, London, Leicester Food Market, Leeds Kirkgate Market, Preston Market, Sheffield Moor Market as well as markets across Europe and the Far East.
- 3.6 Work on the RIBA Stage 1 initial feasibility study and designs for both markets commenced in September with the design team holding meetings with tenant representatives to consider their views during the design planning. These meetings were very productive and tenants felt their views were being considered throughout the initial design stage.
- 3.7 The design team undertook further refinement work to develop the project to RIBA Stage 2 designs which was completed at the end of December 2017.
- 3.8 The designs are currently being appraised by senior officers and, subject to approval, it is expected they will be presented to the Council's Executive later this year for approval, including funding of the scheme, the purchase of the former M&S building, commencing detailed discussions with traders and proceeding to detailed design stage, planning approval and appointment of contractors to undertake the works.
- 3.9 Discussions are also taking place with the Kirkgate Centre owners on how they can support the Council's ambitions, especially for improving Kirkgate Market, which may involve them carrying out changes to their centre to improve the markets visibility both from the mall and at street level.

4.0 The Council's Vision for Bradford City Centre Markets

- 4.1 The vision for the city centre markets is to develop and sustain an attractive, inviting and vibrant city centre retail market that offers a diverse range of goods to meet the need of our community that will add value to the economic, social, environmental and cultural fabric of Bradford City Centre and provide a shopping location that creates a dynamic vibrant and diverse experience.
- 4.2 The hot food catering offer will be provided by quality independent traders promoting foods from across the globe that will provide informal and communal seating to allow customers to linger and experience the theatre of markets.

- 4.3 The food focused market should acknowledge the heritage and history of Darley Street as a historic market street whilst meeting the needs of the modern consumer in a market building that is fit for purpose in the 21st Century.
- 4.4 The market will offer the best of local and regional fresh food and be recognised as a centre for food retailing excellence and a key shopper destination in Bradford City Centre.
- 4.5 Both markets will set the national benchmark for modern designed contemporary markets and their designs should allow the opportunity for new entrepreneurs to test their business ideas in a flexible trading environment.
- 4.6 The food focussed market in this location could extend out and animate Darley Street with regular specialist markets taking place.
- 4.7 Taking into account both local and national trends in markets, the current vacancies in both markets and commercial advice provided to the Council suggests that the optimal size of Bradford's City Centre market offer going forward will need to be reduced.
- 4.8 The fresh food and food related goods and businesses should be the focus of the future markets offer as this provides great opportunity for a diverse international food offer that reflects the socio-demographic profile of the district.
- 4.9 This project will see a reduction in non-food retailing as the non-food traders in the Oastler Centre and Kirkgate Market will be consolidated onto one site in a redeveloped Kirkgate Market.
- 4.10 The future of any market is to remain relevant to the local population and to capture the spend of those who are already shopping in the city centre.
- 4.11 The location of the new market will partly pre-determine the socioeconomic characteristics of its customer base and whilst our aspirations will be to attract customers with higher disposable incomes there will, however, remain a core of traditional customer element within the market from the socio economic grouping of C2, D's, E's and this will be recognised when planning the product offer and design of both markets.
- 4.12 The local shopping community will visit their market to both shop and eat with a growing national trend for traders to add value through advising customers on how to use the fresh produce available in the market to prepare ready to cook meals at home or provide dishes to eat in expanded market stalls through sit up bar dining.
- 4.13 Customers enjoy the theatre of the market and the real life experience of being part of a local culture. The food focussed market has the real potential to become a key city centre shopping destination appealing to the wider demographic.
- 4.14 Many markets are turning to the health agenda for inspiration to increase the 'edutainment' aspect and participation of a visit to the market. The recent much publicised push for food sustainability together with the explosion of interest in cooking shows for entertainment brings many more people to visit specialist fresh

- food traders in our markets, seeking out ingredients to emulate their food heroes seen on television.
- 4.15 In the future, we will support traders to understand customers and target ranges and products much more sensitively and to react much quickly to changes in retailing demands.
 - 4.16 The architectural concept is to consider the qualities of traditional market halls once found in Bradford and other parts of the UK and to interpret these through a contemporary design.
 - 4.17 It will be critical that both buildings are lifted by the quality, vibrancy and theatre of the traders and their retail offer within. The key to the proposals will be to identify the best traders from the existing markets offer so that traders who wish to relocate to the new market will be able to 'trade up' to meet the higher level of aspiration and investment needed and being provided. Those existing traders can be supported by new traders that will be brought in to strengthen the identity of the markets and to improve the offer of those traders that may have traded in the same way for many years.
 - 4.18 A key aspect of the design is to make both market significantly more visible and permeable and openly accessible to passing pedestrians and shoppers. The food focussed market should have strong pedestrian links not only horizontal but also vertical. The building will allow as much natural light, and ventilation, as possible so it can function as a working market and have a completely new identity from the previous use as a Marks & Spencer store. The treatment of the frontage is a key design objective with clear access from Darley Street.
 - 4.19 Vertical circulation should have a clear visual connection to encourage customer footfall to the 1st floor and ideally views of the 1st floor trading activity should be visible from street level.
 - 4.20 To allow the food focussed market to function more efficiently and to widen its appeal to a new demographic of shopper it will be important that the market has the opportunity to trade throughout the day and early evening. The proposed introduction of hot food/café elements should promote a more independent identity and link with the current city centre evening economy.
 - 4.21 Markets thrive where high levels of footfall exist as purchases tend to take place little and often and this highlights the importance of creating a permeable trading environment which has key primary routes, minimising secondary routes. The number of key internal pedestrian routes should be minimised to encourage more shoppers to pass each stall in relative ease.
 - 4.22 The noise, character and 'buzz' should be captured so that customers want to browse and experience the market and will feel more at home in an enriching, lively environment.
 - 4.23 The stalls shall remain flexible where tenants can have their space tailored to their individual requirements, which can be easily amended to allow for expansion or reduction in floor space dependant on business needs or seasonal variations. It

should also allow for changes in layout if the complex process of design and adjustment is needed to achieve greater success in the completed market layout.

- 4.24 Central space for casual and/or pop-up stalls or small events should be accommodated. Cooking is very fashionable and alongside food tourism, educating by demonstration is now a popular pastime for people demanding hands on involvement in skills lost with our past generations. An exhibition or demonstration area is an excellent feature to include for occasional/full time use - for school children and adults alike.
- 4.25 The stall design should be able to incorporate the different styles of trading whether 'walk in' sales or 'over the counter' sales, or hot food, fresh food or non-food activities. Each stall should ideally have a service point with access to water, electricity (gas if required), drainage, telephone or IT services. 3 phase electricity may be required for certain stalls. Particular attention will be given to drainage for hot food stalls and the prevention by traders to disposing oil or fats into the drainage systems.
- 4.26 The tenant mix will be key as the new market must deliver produce or product relevant to what the shopper wants to buy and therefore traders moving into the market will need to be carefully selected. Who should be retained (and who should not) is part of a process that needs to be carefully managed. This will necessitate an application process with specified allocation criteria being undertaken of the indoor traders to establish who will be offered space in the new markets.
- 4.27 A panel consisting of a Market Service representative and the National Market Traders' Federation. Invitations will be issued to the Chamber of Trade to become panel members.
- 4.28 An interview process will follow which will ensure that the quality traders are retained and positioned in high profile areas, while sensitively considering the future of those that will not add value.
- 4.29 It will be important to have quality guidelines developed and a selection process instituted in order to ensure that the new trader is offering a wide range of high quality produce.

5. Anticipated Project Timetable

- Stakeholder/Public consultations – commence in April 2017 and continue throughout 2017 and 2018.
- Planning & detailed design works - 2018 -19
- Tendering, construction and fit out - 2019-20
- Opening early 2021

6. Trader Support Programme

- 6.1 The Council has recognised changes to the retail core shopping area following the opening of the Broadway Centre and this change has seen new retail and leisure opportunities being developed in this part of the city centre. The closure of the Morrisons store on Westgate has had an impact on the viability of the Oastler

Centre and contributed to a decline in occupancy levels and customer footfall. Whilst there has not been the same impact in Kirkgate Market there has also been a decline in occupancy levels, which is also replicated in the Kirkgate Shopping Centre.

6.2 For these reasons, the Council announced in April 2017, its plans to review its city centre markets.

6.3 Traders have been consulted on these plans and generally are supportive of them, however, two main themes arose from the consultations. Firstly, traders were concerned about the viability of their businesses and whether they could remain viable during these major changes and, secondly, were concerned about the length of time before the redevelopment works would be completed.

6.4 The anticipated project timetable is typical for a project of this scale and has been recommended by our design team as being realistic and deliverable whilst taking into account the need to minimise any business disruption to traders. The Council remains committed to undertake the works in a timely manner and whilst our plans for the city centre markets are being developed we are providing on-going business and financial support to existing traders and have announced the following financial support package:

a) Annual Service Charges

- It has been agreed not to implement any service charges increases for three years until the 2020/21 reviews.
- This means, due in part to efficiency savings, that for the traders in the Oastler Centre their current service charges remain at the same level for 7 years and based on the service charges levied in November 2013. Traders in Kirkgate Market will see their service charges remain at the same level for 11 years and based on the service charges levied in October 2009. In addition, traders at the Oastler Centre have not had their rents increased since 1993 and Kirkgate Market have not seen their rents increased since 1996.

b) Vacant Stalls

- In order to improve the internal trading environment we are offering existing traders the opportunity to use any adjacent vacant stall(s) to display the range of goods or services they offer. The stall(s) will need to have been vacant for a minimum of six months and it will continue to be advertised as available for letting.
- Each stall that has been vacant for six months will be offered at a weekly charge of £10.00 + VAT.

c) Markets Shuttle Bus

- In November 2017 we launched a new shuttle bus service that will operate between the Interchange and the Oastler Centre in conjunction with a local bus company TLC Travel Ltd and West Yorkshire Combined Authority.

- This will make it even easier for our existing and new customers to visit the Oastler Centre from the bottom of town.
- The new Markets Shuttle service will be provided by TLC Travel Ltd as part of their existing routes in the city centre, with two buses an hour going direct from the Interchange to outside of the Oastler Centre on John Street.
- TLC Travel Ltd has announced this service will have a special fare of just 50p each way, all concessionary or free passes will also be valid.

d) Business Support Services

- In November 2017, the Council appointed Bradford Trident to provide free business support & advice services to all tenants at both markets and the external shop units at the Oastler Centre.
- This support is available to the end of March 2018.
- The business support includes:
 - Providing 1:2:1 meetings with tenants to discuss each business's current position to assess advice & support needed.
 - Using existing knowledge, networks and expertise to provide business support & advice.
 - Provide coaching to tenants with regards to the direction of travel for the markets offer; encouraging traders to develop their businesses and improve their customer service and other key business skills.
 - Undertake training and development needs analysis and where appropriate make referrals to Skillshouse provision and/or provide tailored workshops.
 - Provide sign-posting to available grants and funding.
 - Assist and advise tenants on marketing opportunities.
 - Work with Council officers to develop proposals in line with other activity/development in both market venues.
 - Provide an inclusive approach, connecting where possible tenants with other markets/events in the District.

e) Markets Events Space – Oastler Centre

- A new events space has been created that is intended to be used for various promotional events, 'pop up' test trading, product launches or general awareness/fundraising campaigns.
- These events are aimed at showcasing to those new customers visiting the event space the products and services that are available in the market.
- Launched in October 2017, some of the event organisers that have booked the events space such as the Print Fair have heavily promoted their event and bring with them their own customer base which traders can benefit from the new footfall. A collaboration with the Underground Live Music Bar saw

the space being used for a Santa's grotto as part of our Christmas promotional activities.

- We are continuing to look for further opportunities to put on events that aim to boost footfall including Valentines Fairs, Mothers' Day Markets, Youth Markets.

f) Free Wi-Fi - Oastler Centre

- Traders will shortly being able to use the Centre's free Wi-Fi to promote their businesses on line through social media and well as being able to securely take cashless payments.
- Customers will also be able to access the free Wi-Fi service and will be signposted to any promotional or event activities taking place.

g) Community Arts Engagement Partnership

- Working with Wur Bradford we have developed several food walks where customers are invited to attend guided tours of the various food stalls in the Oastler Centre.
- The 'We Are Here' project works with traders and customers to creatively document the life of the market. Some stalls have been held within the same family for many generations with traders originating from India, Pakistan, Poland/Yugoslavia, Palestine and the West Indies, as well as more local areas. The project will work with traders and market users to map the market, gather stories about immigration and starting new lives, exploring themes of change, journeys and community, plans and hopes for the future; giving voice to the people and stalls in Bradford's markets that are underrepresented.

7. FINANCIAL & RESOURCE APPRAISAL

- 7.1 The continued or accelerated deterioration in the trading performance of both markets such as increasing vacancies will place budget pressures on the service as a result of reducing income and additional liabilities such as empty business rates and non-recoverable service charge.
- 7.2 The redevelopment of the city centre markets will provide a new and refreshed markets offer that will boost income and revenue to the Council and more importantly stimulate wider economic development within the city centre.

8. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 8.1 Governance arrangements have been established as decisions relating to the redevelopment of the city centre markets cannot be taken in isolation of other strategic development work in the city centre such as the City Centre Townscape Heritage Scheme, a HLF bid.
- 8.2 Both initiatives are centred on the area known as the 'Top of Town' and to ensure

there is a strategic overview of the various linked projects, including the development of the land following the relocation of the Oastler Centre, a 'Top of Town Steering Group' chaired by the Strategic Director for Place has been set up to take a strategic overview of city centre development. Members of this group include the Assistant Director for Estates and Property, Assistant Director, Economy and Development and Assistant Director, Planning, Transportation & Highways.

8.3 In addition a Market Relocation Project Board has been established chaired by the Assistant Director for Estates and Property that focuses on market design, construction, PR and media management and the legal work stream.

8.4 Both groups meet on a regular basis which is intended to continue throughout the life of this project.

8.5 Risk management registers have been developed that deal with both construction and non-construction risks that are regularly reviewed.

9. **LEGAL APPRAISAL**

9.1 There are no legal issues specifically arising from this report.

10. **OTHER IMPLICATIONS**

EQUALITY & DIVERSITY

There are no specific equality and diversity issues.

SUSTAINABILITY IMPLICATIONS

The designs for the new food focussed market will promote it as a naturally ventilated building to reduce as much as possible the Council's use of energy which in turn reduces tenant costs through their service charges.

In addition the introduction of LED lighting and roof mounted photovoltaic will enable the building to have a greener set of credentials.

GREENHOUSE GAS EMISSIONS IMPACTS

There are no specific impacts

COMMUNITY SAFETY IMPLICATIONS

There are no community safety implications.

HUMAN RIGHTS ACT

There are no Human Rights implications

TRADE UNION

There are no Trade Union implications

WARD IMPLICATIONS

None

NOT FOR PUBLICATION DOCUMENTS

None

11. RECOMMENDATIONS

- 13.1 Members are asked to note this report and to recommend that a future report is presented to this Committee following the regeneration proposals for the City Markets being presented to the Executive.

14. BACKGROUND DOCUMENTS

- 14.1 Regeneration and Economy Overview & Scrutiny Committee reports on 31st January 2013, 5th September 2013, 23rd January 2014, 14th October 2015 and 8th March 2017.



Report of the Chair of the Regeneration and Economy Overview and Scrutiny Committee to the meeting to be held on Tuesday 6 March 2018

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Subject:

Regeneration and Economy Overview and Scrutiny Committee Work Programme 2017-18

Summary statement:

This report presents the Committee's Work Programme 2017-18

Cllr Adrian Farley
Chair – Regeneration and Economy
O&S Committee

Portfolio:
Regeneration, Planning & Transport
Education, Employment and Skills
Environment, Sport & Culture

Report Contact: Licia Woodhead
Overview and Scrutiny Lead
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1. Summary

1.1 This report presents the Committee's Work Programme 2017-18.

2. Background

2.1 Each Overview and Scrutiny Committee is required by the Constitution of the Council to prepare a work programme (Part 3E – Overview and Scrutiny Procedure Rules, Para 1.1).

3. Report issues

3.1 **Appendix 1** of this report presents the Work Programme for 2017-18.

3.2 Work planning cycle

Best practice published by the Centre for Public Scrutiny suggests that 'work programming should be a continuous process'. It is important to regularly review work programmes so that important or urgent issues that come up during the year are able to be scrutinised. In addition, at a time of limited resources, it should also be possible to remove projects which have become less relevant or timely. For this reason, it is proposed that the Committee's work programme be regularly reviewed by Members throughout the municipal year.

4. FINANCIAL AND RESOURCE APPRAISAL

None

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

None

6. LEGAL APPRAISAL

None

7. NOT FOR PUBLICATION DOCUMENTS

None

8. RECOMMENDATIONS

8.1 That the Work programme 2017-18 continues to be regularly reviewed during the year.

9. APPENDICES

9.1 Appendix 1 – Regeneration & Economy Overview and Scrutiny Committee Work Programme 2017-18

Democratic Services - Overview and Scrutiny

Regeneration and Economy O & S Committee

Scrutiny Lead: Licia Woodhead tel - 43 2119

Work Programme 2017/18

Description

Report

Agenda

Tuesday, 13th March 2018 at National Science and Media Museum.

Chair's briefing 22/02/2018. Report deadline 27/02/2018.

1) National Science and Media Museum

The Committee will receive a progress report on the work of the National Science and Media Museum.

Jo Quinton-Tulloch

2) Get Bradford Working

The Committee will receive a progress report on the Get Bradford Working programme.

Phil Hunter

3) Skills for Work

The Committee will receive a report on the provision of adult and community learning

Phil Hunter

Tuesday, 10th April 2018 at City Hall, Bradford.

Chair's briefing 20/03/2018. Report deadline 22/03/2018.

1) Cultural Strategy

The Committee will receive an update report which will include information on how data is collected and analysed.

Bobsie Robinson

2) Active Bradford

The Committee will receive the annual update on the Active Bradford Strategy.

Zuby Hamard

3) Regeneration and Economy O&S Committee Resolution Tracking report

The Committee will receive a report detailing the outcomes of resolutions made during the 2017-18 municipal year.

Licia Woodhead

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