

# Report of the Strategic Director to the meeting of the Regeneration and Economy Overview & Scrutiny Committee to be held on 8<sup>th</sup> March 2017

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**Subject: City Centre Regeneration**

**Summary statement:**

This report updates Scrutiny Committee on progress with city centre regeneration since its scrutiny hearing in September 2016.

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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 September 2016. An update on City Centre Markets is being provided under a separate report.

## **2. BACKGROUND**

- 2.1** Bradford City Centre continues to be a priority for the Council and it is also a Strategic Priority Area in the Local Enterprise Partnership's and West Yorkshire Combined Authority's Strategic Economic Plan. Bradford is one of the biggest and fastest growing districts in the UK and a key part of the Leeds City Region economy. Business success, jobs growth and an increased evening economy are essential to the District's future and a strong vibrant city centre is needed to help secure the economic prosperity of the wider city.
- 2.2.** Bradford city centre is the key location for employment in a district with a growing population of 531,000, and the place where investment and activity can combine collectively to maximum benefit. It 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). The value of Bradford's economy at 2015 as measured by total GVA was £9.5 billion that was the eighth largest economy of any City or District in England and the eleventh largest in the UK. GVA estimates for 2016 onwards project a steady increase. The district economy is forecast to be worth around £11 billion in 2025, an increase of around 16%.
- 2.3.** As a location for key sectors with identified future growth such as retail, business services and digital and creative industries, the city centre must play a vital role in our economy. We need to build on our existing strengths in further and higher education and continue to grow our retail and leisure offer. The increasing use of automation and artificial intelligence in industry will see around one third of existing jobs disappear over the next twenty years and the emergence of what has been termed the 'Urban Entrepreneur'. Cities and city centres in particular are where the majority of new jobs will be created. To compete, Bradford has to ensure it is a liveable, vibrant and attractive place to attract and retain businesses and talent.
- 2.4.** Bradford city centre is an important shop window to the district – the area with the highest concentration of visitor related facilities and a key visitor destination which is attracting increasing numbers of visitors. This year will see the City host the start of the third stage of the Tour de Yorkshire, providing the opportunity to showcase the City and the District.
- 2.5** Bradford's City Centre Growth Scheme has delivered impressive results, supporting businesses to create jobs and occupying vacant units and encouraging new investment in the City Centre.
- 2.6** In September 2016 a report was brought before this committee to update Members on developments in Bradford City Centre. The report provided an update on the City Centre Growth Scheme as well as the key developments in the City Centre. It provided an overview of City Centre Management work areas and updated on



activities being undertaken to support Top of Town businesses.

### 3. City Centre Regeneration Update

#### 3.1 City Centre Growth Scheme

3.1.1 The scheme has supported 215 businesses to either open or expand within the City Centre. Supporting the enterprising nature of the District, the scheme has encouraged 42 new start-ups to open up within the Growth Zone, bringing unique offers to the City Centre.

3.1.2 629 new full and part-time jobs, equivalent to 534 Full time equivalent jobs have been created. The scheme has also impacted on the high street by supporting 77 vacant units to be brought back into commercial use.

3.1.3 The key achievements delivered by the scheme to date are detailed below:

Deliverable	Volume	Comments
Businesses Supported	215	Includes Business Rates Rebates recipients and Capital Grant beneficiaries
Jobs Created and Verified	534 FTE	BIS Target for City Centre is 500 jobs outside of the Broadway Centre
Empty City Centre Units brought back in to use	77	As a result of Rebate and/or capital incentives
New start businesses	42	New Businesses starting up within the City Centre Growth Zone with the support of the scheme

#### 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 package of support includes capital grants towards property improvements and equipment purchases along with business rate rebates. Maximum grant values are 200,000 Euros.

3.2.2 A review of the Priority Streets scheme was undertaken in late 2016, taking into account current vacancies, feedback from stakeholders and an analysis of grant enquiries.



3.2.3 As a result the geographic coverage of the scheme has been increased to include Bank Street and Tyrrel Street to encourage investment to spread up to the top of town. North Parade has also been included in the scheme but with additional eligibility criteria restricting support to daytime uses, retail and food offers.

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

Darley Street  
Kirkgate  
Rawson Place  
Rawson Square  
Ivegate  
Tyrrel Street  
Bank Street  
North Parade

3.2.6 To date the scheme has provided grants to seven businesses, three of which have been new starts. Investment has seen five vacant properties within the Priority Streets area brought back into use.

3.2.7 Recent approvals include a rate rebate award for the Craft Market on Upper Darley Street. The business offers handmade products and personalised gifts. In addition to a ground floor retail space, the first floor offers six market stalls for other traders on an easy in/easy out arrangement. Three of the stalls have already been let to other self-employed craft makers. Future plans include renovation of additional floor space in order to provide craft workshops.

3.2.8 The pipeline of Priority Streets applications is starting to strengthen with an exciting list of new proposals currently in preparation.

## 4 City Centre Management

### 4.2 Footfall Figures

4.1.1 The Broadway reported well over one million visitors throughout December which was a dramatic increase on their previous December's footfall figures. The City Centre was very busy on Boxing Day in 2016, with 50,000 people reported as using The Broadway, with the same number using The Kirkgate. Other headline figures include 2.5 million people on Broadway (street) in the final third of 2016. Darley Street continues to drop, falling from 1.2 million in the final third in 2015 to 987,000 in the same period of 2016.

4.1.2 The railway stations continue to see an increase in footfall, particularly Forster Square as the nearest station to The Broadway Shopping Centre. Overall the percentage footfall increase in the City Centre in the final third of 2016 increased by 6%. Notably, Broadway (street) saw an increase of almost 15%.



### **4.3 Vacancy Rates**

4.2.1 The City Centre Management Team undertakes a quarterly city centre vacancy count. The most recent count showed a vacancy rate of 18.6%, an improvement on the previous quarter's rate of 19.9%.

4.2.2 In January 2014 the vacancy rate was 22%. A steady reduction in vacancies is 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 be achieved this year.

### **4.4 Working with Retailers and property agents**

4.4.2 The Council formally meets with city centre retailers on a quarterly basis to provide them with updates on city centre developments and discuss any issues or concerns the retailers may have. In addition to this the Council engages daily with retailers and property agents to assist them with any city centre issues they may have.

4.4.3 The Council meet regularly with the management teams of both the Kirkgate and The Broadway shopping centres in order to continue to develop a joined up approach to City Centre Management.

### **4.4 Tour de Yorkshire**

4.4.1 The third and final stage of the "Tour De Yorkshire" will be departing from City Park on Sunday 30<sup>th</sup> April 2017. It is anticipated this event will bring many thousands of people into the city centre, some for the whole weekend but the majority for race day. This provides a major opportunity to promote Bradford City Centre to both the visitors who come for the event and also those watching the event on television as well as boosting trade for local businesses.

Work is on-going to engage with businesses to ensure that the City Centre is open for business that weekend and to ensure that they benefit from the increased footfall. Information on any events or special offers being offered by businesses is being collated and will be included in co-ordinated marketing. A website and social media platforms are being created in order to keep the public informed.

### **4.5 Out of home advertising contract**

4.5.1 A "competitive dialogue" procurement process for the provision of an "Out of Home Advertising" scheme has recently been undertaken. This will generate a fixed guaranteed annual income and percentage net profit share to the Council in exchange for allowing the provider to install a number of digital advertising panels in the key retail areas of the City Centre.

4.5.2 This will replace the current arrangement, resulting in the removal of a large number of panels in the city centre and de-cluttering the street scene. Full contract award will follow shortly.



## 5. Darley Street and Top of Town

### 5.1 Short and Medium Term Interventions

- 5.1.1 Whilst the development of Broadway has significantly added to the retail offer in the city centre there is little doubt that its success, as well as the surprise closure of Morrisons in April 2016, has also contributed to a drop off in footfall in other areas of the city centre particularly at the Top of Town; and to an increase in the number of vacant retail units, particularly on Darley Street from where many of the businesses relocated to Broadway a year ago.
- 5.1.2 This has led the Council to highlight the Darley Street / Top of Town area for priority attention, to increase short and medium term activity to support market traders (in both markets) and existing businesses, whilst working on a longer term action plan to secure the future vitality of this important area of the city centre.
- 5.1.3 Meanwhile uses in vacant buildings continue to be encouraged, and during March and April the 'Creative Streets' initiative will be rolled out which will see the city centre come alive with performers from Bradford's communities coming together. This project is part of the on-going support designed to attract more people and support businesses in the Top of Town area.
- 5.1.4 Shop wraps for properties currently housing meanwhile uses have been designed and painted by local artists. These have now been installed in the following units: -
- Cecil Green Arts – Darley Street
  - Wild Woods – Darley Street
  - Former Boots – Bank Street
  - Former Branded Bargains – Bank Street
  - Former Cash Centre – Ivegate
- 5.1.5 It is hoped that measures will encourage businesses and market traders to make every effort to ensure they remain viable and resilient in the face of the national trends of a shrinking retail and markets sector in the majority of cities across the country.
- 5.1.6 With regard to the longer term action plan the Council is very clear that a viable and thriving markets offer is an essential ingredient of the city centre experience and will do all it can to ensure this remains the case. Officers are currently considering options to secure a sustainable future for the Top of Town as a leisure and independent retail and markets destination, whilst developing a stronger residential community.
- 5.1.7 Officers are continuing to work with the owners of the Kirkgate Shopping Centre to support them with their plans for the centre and to ensure occupancy levels are optimised. Planning approval was granted in October 2016 for change of use for three retail units on the first floor of the centre. This will enable the centre accommodate a higher proportion of cafés/restaurants for shoppers.



5.1.8 A study into the connectivity between the Top of Town and the streets below has been undertaken leading to proposals for improvements to Godwin Street, Upper Darley Street, North Parade, Rawson Road/ Northgate, James Street and John Street. Business at the Top of Town will be consulted before final proposals are agreed.

5.1.9 Features of the proposals include:-

- Reduction of on-street parking to enable widening of footways to make them more useable
- The introduction of paving materials of a similar quality as seen in other areas of the retail core of the city centre
- Lighting and signage improvements
- New events spaces
- Safer pedestrian crossing points

## 5.2 Creative Streets Initiative

5.2.1 From the 6<sup>th</sup> October through to the 19<sup>th</sup> November 2016 Darley Street played host to the Season of Light animation programme. Over a period of six weeks the programme delivered a series of evening events, street performances, dressing of street furniture and lantern making workshops culminating in a lantern procession around the City Centre.

5.2.2 The aim of the programme was to animate the Darley Street area, encouraging maximum public engagement in an otherwise underused area, stimulate Bradford's night time economy as well as improving public opinions and perceptions.

5.2.3 Evaluation of the eight events provided by one of the delivery organisations, the Brick Box, showed that their events attracted a live audience of over 3000 people and that there was an outreach to an audience of hundreds of thousands through on-line and print publicity. The Brick Box events delivered the following results: –

- 20 + volunteer placements
- 30+ paid staff roles
- 100+ commissioned artists
- Trading opportunities for five local businesses
- 10+ local organisations promoting their work and connecting with new audiences
- An average spend of £31 per audience member per night in the City Centre
- A return of £160,435 on Bradford Council's initial investment of £30,000, including an audience spend of £87,885, Arts Council funding of £32,000, in-kind funding of £10,000, and additional funding of £550.
- An average dwell time of over two hours at each event per audience member

5.2.4 Following on from the success of last year's events a further programme has been





commissioned for the period commencing 11<sup>th</sup> March and ending 30<sup>th</sup> April and linking with the City Centre hosting the start of Stage Three of the Tour de Yorkshire.

- 5.2.5 A range of events and animation features in and around the top of town has been planned to support those businesses who have felt the impact of the shift in footfall. These areas include (but are not restricted to), Darley Street, Rawson Square and Oastler Square. We have also welcomed submissions for animation schemes within the Kirkgate Market, Oastler Market and The Orchard (former Marks and Spencer building) to drive footfall through these areas, complementing the on street animation.
- 5.2.6 Activities will include a Pirate Parade, Top of Town's Got Talent quest, drumming Workshops, and a Treasure Hunt for specially minted pennies, a puppet parade, a range of cycling themed activities and performances in the Wild Woods. In addition to the animation there will be an indie trail around Bradford's best independent businesses with special rewards for participants. Additional "pop up" arts spaces within the City Centre may also be utilised during the event period.

### **5.3 Made Bradford Markets**

- 5.3.1 Preparation is underway for the launch of the new Made Bradford Markets. These pop-up markets will provide opportunities for quality producers to trade their produce in the City Centre and will help them to showcase their talent, whilst providing Bradford with a flexible point of difference in its shopping offer that can stand alone or enhance other events taking place in the city. A community interest company has been created to deliver the market events and It is hoped and intended that this is something that will, in time, grow to become a regular fixture in the City Centre.
- 5.3.2 The first market is planned for Saturday 18<sup>th</sup> March for Darley Street and Kirkgate. The second market will take place on the 29<sup>th</sup> and 30<sup>th</sup> April, providing an additional attraction during the Tour de Yorkshire weekend. The success of these events will then be appraised and further dates added throughout the year, linking with other events in the City Centre.
- 5.3.3 The 18th March will also see the launch of the celebratory 'Building/Making Bradford' Exhibition, which will be a (photographic) social study on the regeneration of the city and some of the people who are making things happen, The exhibition will be displayed in the Kirkgate Shopping Centre.

### **5.4 Townscape Heritage Initiative**

- 5.4.1 £2 million lottery funding from the Heritage Lottery Fund has been secured to develop a Townscape Heritage Initiative (THI) in Bradford City Centre. The target area is Top of Town and centres around Rawson Place, North Parade, Darley Street and surrounding streets. In recent years this areas has suffered not only from





physical decline but also declining footfall. It is an area with a rich heritage and the quality of the buildings reflects Bradford's former status as a major textile producer. There are now a number of buildings in need of urgent repairs, many are vacant, particularly with vacant upper floors and original features have been removed. The area is in the City Centre conservation area and many of the buildings are listed.

- 5.4.2 This scheme will help deliver the vision for the Top of Town as a thriving and well-connected quarter with 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.
- 5.4.3 The five year scheme will offer property owners grants contributions of up to 80% to repair and reinstate traditional features such as shop fronts and windows and bring vacant floor space back into use. The public realm around Oastler Square and the Oastler statue will also be improved. 72 properties and an area of public realm have been identified and have been categorised by priority.
- 5.4.4 An important part of the THI programme will be the focus on education and skills initiatives, which will see partnerships forming with key primary, secondary, higher and further education institutes in teaching children and young adults the importance of heritage and the craftsmanship involved in preserving historic assets.
- 5.4.5 Following this successful first round bid a development phase will now commence, priority properties will be finalised and further engagement with property owners will be undertaken. A Townscape Heritage Initiative officer will be appointed to lead this development. Experience from delivery of the successful scheme currently running in Keighley will be used to inform this development phase.

## **6. City Centre Developments**

### **6.1 The Broadway and Cinema development**

Papadoms, an Indian street food restaurant, is due to open above Zizzis and Patisserie Valerie on Charles Street by Easter. Construction of the cinema complex started in late 2016, with cinema and four restaurants to be operational in October / November 2017; one of the latter is to be taken by Gourmet Burger Kitchen.

### **6.2 Sunbridge Wells**

- 6.2.1 The much anticipated Sunbridge Wells development opened its doors on the 10<sup>th</sup> December 2016. This underground retail and leisure complex within tunnels located under Sunbridge Road aspires to become Bradford's own Victorian quarter incorporating Victorian and contemporary shop units as well as restaurants and bars.
- 6.2.3 The complex aims to support small businesses by offering easy in and out flexible trading terms. There are currently 13 businesses trading from the premises including six bars, a café and independent retailers.



- 6.2.4 Sunbridge Wells Ltd operate three of the bars in the complex: Waller's, The Gin Bar and The Laurel and Hardy Bar all of which are reporting a really healthy turnover for the first ten weeks of trading. It is also understood that the other bars and businesses are performing well.
- 6.2.5 Centre Management estimate footfall at over 300,000 people through the tunnels in 10 weeks. Customer numbers in the bars are high with weekends being particularly busy. The maximum capacity for the complex is 500 people, which means there are often queues awaiting entry.
- 6.2.6 The developer has now commenced a second phase of scheme, which will see the opening of the Rose and Crown Pub in March. This is a land locked building which opened as a pub in 1870.
- 6.2.8 In addition, a juice bar with access off Ivegate is planned and an operator is currently being sought. There are also plans to open additional tunnels to expand the complex further in the future.

### **6.3 Clergy House and Jermyn Court**

- 6.3.1 In order to address an increasing demand for temporary accommodation, Executive approved a proposal for the Council to develop a housing scheme to provide additional temporary housing accommodation for homeless people.
- 6.3.2 Located on Barkerend Road, the scheme involved the refurbishment of a high profile, historically important and listed empty property known as Clergy House along with the construction of a purpose built block, Jermyn Court.
- 6.3.3 In total the scheme has created 18 self-contained flats to provide temporary accommodation for homeless families and individuals along with offices and activity space.
- 6.3.4 The scheme was delivered in two phases because of the very different nature of the two elements of the scheme – the renovation of a listed building and the construction of a new build – with practical completion of the second phase (Jermyn Court) taking place on January 12<sup>th</sup> 2017.
- 6.3.5 Now complete the whole scheme has been leased to Horton Housing Association who are currently delivering the Council's Supported Housing contract relating to support for homeless people.

### **6.4 Station Gateways Project**

- 6.4.1 Final gateway one designs for the Forster Square Station redevelopment are almost complete and will be submitted to WYCA in mid-April. A decision on the application is expected by their Investment panel in June. The business cases that form a critical part of that submission are to be finalised within the next four to six weeks. The scheme completion is due for the end of March 2021.



6.4.2 The purchase of former Westfield compound site completed in December 2016 and was part funded by the WYCA. This acquisition will benefit the Forster Square Station redevelopment by providing an alternative vehicular access to the HMRC car park. Plans include an enhanced public realm link to the station along with a small retail development.

6.4.3 Work is on-going to examine how proposals for Bradford Interchange can fit with longer term aspirations for a potential NPR (Northern Powerhouse Rail) station.

## **6.5 One City Park**

6.5.1 Throughout 2017 further work will be undertaken on developing the design of the One City Park scheme. On-going exploratory discussions are also taking place with potential developer interests.

## **6.6 Former Odeon**

6.6.1 Bradford Live and their team have been doing great work talking to commercial venue operators and to potential sponsors and promoters and the Council continues to support them with their scheme.

## **6.7 Jacobs Well**

6.7.1 The programme for delivery of the Public Sector Hub has slipped by approximately 12 months. This is due to the main 'anchor' tenant requiring more time in resolving on-going contractual property arrangements with their existing PFI partner. It is anticipated that approvals will be received in November 2017.

## **7 City Plan Update**

7.1.1 An update on the review of City Plan was provided to Scrutiny Committee in November 2016. The Plan continues to set the broad strategy for the regeneration of the city centre incorporating themes of enterprise, education, transport, housing and destination.

7.1.2 Priority areas for action currently include:-

- Responding to the realignment of the city's retail offer around the Broadway development by developing a delivery plan to secure the sustainability of the Top of Town and the city's markets.
- Adoption of the City Centre Area Action Plan
- 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 and Communities Agency to ensure funding opportunities are maximised.



- Remaining responsive to continuing evolution of the city centre function especially as regards retail, and maximising opportunities for diversification including residential and leisure uses.
- Implement the successful Townscape Heritage Initiative bid with building owners to help secure the re-use of old buildings at the Top of Town.
- Ensuring the city centre remains a safe and attractive place for people to live in, work in and visit
- Maintain delivery of priority Council owned sites including No1 City Park, the Jacobs Well site, and the former Odeon.

## **8. LEGAL APPRAISAL**

Not applicable

## **9. OTHER IMPLICATIONS**

### **EQUALITY & DIVERSITY**

At this stage there are no specific equality and diversity issues.

### **SUSTAINABILITY IMPLICATIONS**

At this stage there are no specific sustainability implications

### **COMMUNITY SAFETY IMPLICATIONS**

Event plans for the proposed animation activity and City Centre markets will include full risk assessments. Security measures will be provided where appropriate.

### **HUMAN RIGHTS ACT**

There are no Human Rights implications

### **TRADE UNION**

There are no Trade Union implications

### **NOT FOR PUBLICATION DOCUMENTS**

None.

## **10. RECOMMENDATIONS**

- 10.1 Members are recommended to welcome progress on city centre regeneration since its meeting in September 2016.

## **11. APPENDICES**

Appendix 1 - Draft Programme of Activities – Tour de Yorkshire

## **12. BACKGROUND DOCUMENTS - None**

