

Report of the Strategic Director of Corporate Services to the meeting of Executive to be held on 11 July 2017.

Subject:

Regeneration progress made by Bradford Trident and their future proposals.

Summary statement:

Bradford Trident is a social enterprise company, based in the Little Horton, Bradford. BD5. It has been in operation since 2000.

This report seeks to update Executive on Trident's achievements to-date and obtain approval to their future proposals.

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Portfolio:
Corporate Services

Overview & Scrutiny Area:
Corporate

1. SUMMARY

Bradford Trident is a community business, a charity and social enterprise based in Little Horton, Bradford, BD5 and has been in operation since 2000.

This report sets out Bradford Trident's achievements to date and provides the context for Members to decide whether the Council transfers three further pieces of land to the organisation on terms detailed within the report.

2. BACKGROUND

2.1 Bradford Trident's origins

Bradford Trident was created in 2000, as a New Deal in the Community (NDC) organisation, with a multi-award winning regeneration programme, whose main objective was to close the gap of inequality between the Trident area and the rest of the District and country. Bradford Trident drafted a Masterplan for the regeneration of an area covering the southern gateway to Bradford city centre. It included the following aims:

- slum demolition
- plot conglomeration
- creation of new housing developments
- community centre renovations: Mayfield Centre and Edwards Street Enterprise Centre
- new build community centres: Park Lane Centre and Woodroyd Centre
- the creation and renovation of parks and play areas and the creation of the Living Street and Red Bridge
- attraction of new businesses and business support

A copy of the Masterplan is available as a background document.

As part of the original Council approval in 2001, Trident requested the Council to transfer a limited number of Council owned sites within the Trident Masterplan area, either at open market value, or at a discounted sum having taken account of demolition costs or ground abnormal conditions, as detailed within the confidential appendix. Out of the original number of sites identified, ten have been transferred to date, leaving three remaining sites to be transferred.

In 2010, with the end of NDC, Bradford Trident emerged as an asset based community organisation, owning a portfolio of community and commercial assets, with an average annual turnover over the past few years in the region of £1.89 million, generating an average annual surplus of £64,000. Bradford Trident is also a UK Living Wage Employer and has Investors in People accreditation.

In 2016 it renewed its vision, seeking to provide a proud, healthy, active and welcoming community where families can thrive, and its mission is to engage, inspire and enable people to work together to:

- Develop skills and enterprise
- Improve health and wellbeing
- Celebrate community
- Enhance the environment

2.2 Bradford Trident's Achievements

Over the past seventeen years, Trident has successfully delivered over 200 projects improving the lives of local people in the following notable areas:

- Contributing to a reduction in the local unemployment rate reducing it from 16% to 8.5%, and an increase in household income of 132%.
- Supporting 198 youth groups, and assisting in the extension of 8 Primary schools, which has also seen an increase in the number of GCSE Grades between A*-C's, by 100%.
- A reduction in crime, delivering safer communities, the number of crimes has reduced from 105 to 60 per 1,000 head of population.
- A Living Street cycleway has been constructed contributing to a 5% improvement in peoples' health.
- In addition, 100's of trees and 1000's of bulbs have been planted in the area.
- 1000+ homes have been improved, 90 new homes built, as well as improvements to a number of community buildings.

Bradford Trident is also the Accountable Body for Better Start Bradford (BSB), one of only five such Lottery funded programmes across England. BSB is a 10 year, £49 million multi-partner programme, which aspires to provide children with the best possible start in life. Now into year three of the programme BSB currently accounts for 84% of Trident's annual turnover and 23 of Trident's 50 staff. Gaining these funds would not have been possible without Trident's involvement.

Bradford Trident now operates and manages eight community buildings, provides business support to 60-80 businesses annually, operates the Parkside Sports Centre, provides community development service support and is a founding member of Arise (Yorkshire) Ltd, a joint venture between four Bradford based community anchors which delivers district wide programmes.

Bradford Trident's Future Proposals

Bradford Trident is now seeking to deliver the following major projects:

- **£1.5 Million European Strategic Investment Fund bid (ESIF) Axis 6 (Green Infrastructure)**

Using BSB, Better Place funds as match funding, they are looking to secure £750,000 of European funds to invest into high quality green space improvements across the BSB area, extending a green corridor towards the heart of the City and improving connectivity of the National Cycle Network from the south of Bradford. Outcomes will include: air quality improvements, reduced local traffic flow, increased active travel, aesthetic enhancement to local environment stimulating inward investment and community ownership of green spaces. Plans include provision for a Green Infrastructure Management Team which is critical to the long-term viability of the scheme.

- **Air Quality Campaign**

To complement the green space improvements, Bradford Trident will run "Breath for a Change" air quality improvement campaign, encouraging responsible driving and local active travel. They will work with: commuters to "turn it off or get out"; Schools to "reclaim the streets": Parents to adopt Active Family Travel. Outcomes will include: improved air quality, fitter more attentive children and a step change in local transport behaviour. The four year campaign is budgeted at £350,000; it will regularly reach out to all 6,500 households, 6 primary schools and thousands of passing motorists.

- **Parkside Sports Centre Development**

As the next phase of the re-establishment of Parkside Sports Centre, Bradford Trident is seeking £440,000 of funds to expand the Sports Centre and stimulate increased local sporting activity. Purpose built spaces will enable a greater range of sports to be delivered that are appealing to a wider cross-section of the community. With changing the ambience of the building its day time appeal and usage will be improved. Planning permission has been gained and Community Business Fund and Sports England funding bids have been submitted by the steering group. Outcomes will include doubling use of the centre to 800 visitors per week and a substantial increase in volunteering opportunities through community sports clubs and sporting events. Focused local promotion and support for new and emerging sports and activities are key elements to revitalising this community asset.

The Centre, whose annual running cost is £70,000, will benefit from continued sustained investment from Bradford Trident.

(The proposals regarding sites A, B and C referred to below will allow funds to be generated to support these Projects).

Trident's long-term business plan is to invest any funds not required for the above Projects into further enhancing the BD5 business infrastructure to generate long-term regular returns that will support local community services, as demonstrated by Trident's current successful business model. Any remaining funds will be invested in line with Trident's independent charitable purposes. Further programmes and services will be developed in response to local community needs; many of these will have wider social benefits as is the case with Better Start Bradford. All assets held by Bradford Trident must be applied to charitable purposes.

A report of the Strategic Director of Children's Services was considered at a meeting of the Children's Services Overview & Scrutiny Committee held on 14th February 2017, which provided an update to the Better Start Bradford programme.

3. CURRENT ISSUES

3.1 The option for Members to consider is whether the Council should transfer further land to Bradford Trident, which will assist the Organisation to deliver the three major social projects detailed above for the benefit of the local community, together with enhancing the area's business infrastructure.

The Council has to date transferred ten parcels of land to Trident since the Council approval in 2001, on the terms detailed within the confidential appendix.

Highlighted below are the details of the individual sites which have already been transferred to Bradford Trident and what has been achieved on them. These are identified in Appendices 1 and 2 (plan nos M-008-169 and M-008-170).

Members need to be aware that Trident has invested in the region of £1.7 million in the sites prior to transfer to them, by way of building demolition and tenant relocations. Had they not facilitated these costs would have been borne by the Council.

Site 1. Elizabeth Street was sold to Bradford Trident Trading Ltd (BTT) on 15th April 2005. Trident subsequently sold the site on to Manningham Housing Association (a registered social landlord). They developed the site with 21 family houses.

Site 2. Shepton, Bridgwater and Haselbury Houses (multi storey blocks) formerly occupied this site but were demolished by Trident in order to prepare the site for development as part of the Citygate scheme, a proposed high density mixed use development. The site was sold to BTT on the 21st December 2010, who in turn sold the land on to Aspire Citygate Ltd. Planning consent for the development (extending to plots 2,3,4 and A) was granted on 18 September 2014. Aspire Citygate subsequently went into liquidation and the land remains derelict and undeveloped although it has recently been sold (February 2017) by the liquidators of Aspire to Manchester Road Development One Ltd who propose to develop it for a high density residential use. (Please see below regarding how this site might benefit from a cross subsidy from Site A in order to achieve a less dense development).

Site 3. Tern Hill Grove/Park Road.

The site was sold to BTT on the 14 July 2011 and again sold on to Aspire Citygate Ltd with

the same outcome as for site 2 above. It was sold (February 2017), along with site 2, to Manchester Road Development One Ltd and might benefit from a cross subsidy from Site A (see comments for site A below).

Site 4. Reyhill Grove/Manchester Road

The site was sold to BTT on 30 June 2011 and then in turn sold on to Key Homes Bradford Ltd. Key Homes went into liquidation in 2015. The site is vacant and derelict. There has been no recent action to bring the site forward for development. Again there is the prospect of cross subsidy from site A in order to get development underway.

Site 5. Layton and Rawsley Houses, Newall Street/Manchester Road

The site was sold to Bradford Trident Ltd on 3rd July 2006 who subsequently leased it to Lidl on a 99 year lease commencing 2007, along with other adjoining land, to allow the development of the supermarket which is now successfully completed and trading.

Site 6. Holme Top/Hutson Street

The site was sold to BTT in two transactions in 2006/7. It has subsequently been developed by Keepmoat to provide 69 family homes.

All the above sites were sold by the Council for 'Less than Best Consideration' with the approval of the Office of the Deputy Prime Minister dated 24 March 2005.

Site 7. Mayfield Centre, Broadway Avenue/Manchester Road

This site was sold to BTT on 31st March 2003 and is currently used as the headquarters for Better Start Bradford and incorporates a children's play area, meeting rooms, banqueting suite, office space and pre-school nursery. It was sold to BTT at market value.

Site 8. Woodroyd Centre, Woodroyd Road

Sold to BTT on 31st March 2004 and was redeveloped and is now used for the provision of a café, three GP practices, health visitors' accommodation, a children's centre and nursery. Again, this was sold to BTT at market value.

Site 9. West Bowling Youth Centre, Parkside Road

This property was leased to BTT for 125 years at a peppercorn on 25th April 2013. It is currently used as Parkside Sports Centre, café and community rooms and has already had significant sums spent by Bradford Trident on replacing the floor and the plant. The addition of a single reception area and extension to accommodate indoor cricket nets is the next phase of the refurbishment proposal from Trident costing circa £440,000.

Site 10. Greenway Road car park

This site was leased to Bradford Trident at a nominal sum for 99 years commencing 12th August 2005. The site was placed on the open market but the Council decided to accept the Trident offer. It adjoins site no 8 (the Woodroyd Centre). The car park is surfaced, lit and landscaped and also has some green space.

The Council currently holds the freehold interest of the three remaining sites identified as A, B & C in Appendix 1 (plan no M-008-169).

In respect of the three remaining sites, their current status is as follows:

Site A

The Council currently retains plot A and the proposal is for the Council and Trident to negotiate with the adjacent owners (plots 2, 3 and 4) in order to cross-subsidise and promote a more appropriate, less intensely developed residential scheme and provide some certainty on development delivery.

Site B

This site is owned by the Council. Bradford Trident has received an open market value offer for site B from a Healthcare Company for the construction of an 80 bed nursing home. This proposal will create several dozen new jobs and ensure significant inward investment to secure the development of a derelict site which will provide care to Bradford residents.

Site C

This site is owned by the Council. Bradford Trident has marketed site C for retail development and an offer was received from a national retailer to redevelop the site to provide a 15,000 sq ft retail unit and 63 car parking spaces providing jobs and redevelopment. Unfortunately, the retailer has subsequently withdrawn from this transaction.

A schedule of all the sites and their values is attached in the confidential Appendix 3.

4. Options Appraisal:

Option A: Is to continue with the transfers of the remaining three sites (A, B and C) in accordance with the original Council approval in 2001 and to forego any capital receipts. The transfers would generate funds for Trident to achieve the objectives referred to in paragraph 2.2 above (Future Proposals). Site A would be transferred on the basis referred to above.

If this option is approved, it is proposed to proceed by way of development agreements whereby title to the land is not transferred until development is complete within a pre-agreed period. This approach will ensure the Council retains ownership of the sites until completed and that the proceeds of sale are devoted to the Projects referred to in this report.

By the Council supporting this approach it will allow Bradford Trident to maintain their programme for delivering their social aims. This option would also include a requirement for Bradford Trident to demonstrate how their development of the sites delivers social, economic and environmental improvements consistent with the Council's objectives.

The Council has already obtained the necessary approval from the (then) Office of the Deputy Prime Minister to allow these disposals to progress at less than 'Best Consideration'.

Option B: Is to not comply with the previous decision by the Council and for the Council to place the three sites on the Open Market to achieve 'Best Consideration'.

It is recommended to progress with **Option A** in compliance with the original decision taken by the Council in 2001: This cross party Member decision has allowed Bradford

Trident to deliver substantial social benefits and outcomes in this area of the City and would conclude the Council's obligations under the 2001 decision.

5. FINANCIAL & RESOURCE APPRAISAL

The Council's Financial Regulations 28 & 29, as detailed within the background documents, should normally be complied with on a land disposal, although in this case the requirements are moderated by the existing arrangements with Bradford Trident.

Bradford Trident's last five years Accounts have been provided and examined by the Council's Finance Department and questions relating to asset revaluations and re-stated prior year accounts have been satisfied. It is worth noting that the fixed asset valuations have reduced to £4.9m in 2016 from £9.3m in 2015. This has been accounted for by a revaluation of their property portfolio.

Under the New Deal for Communities Programme the Council acted as the Accountable Body. In March 2012, the Council resolved that Bradford Trident was "fit for purpose" as an organisation, and ceased to act as the Accountable Body. This provided Bradford Trident with full control over their assets without any need for approvals from the Council or central government.

Bradford Trident are seeking the Council's continued support, by transferring the remaining three sites, identified as A, B & C on plan no M-008-169 (Appendix 1) at a nominal sum, in order to allow Bradford Trident to continue to deliver their substantial charitable objectives and complete their Masterplan. As part of their Masterplan delivery, in addition, Bradford Trident has previously invested significant NDC funds into these three remaining Council owned sites in order to facilitate their future development in the form of tenant relocation, demolition and clearance work.

6. RISK MANAGEMENT AND GOVERNANCE ISSUES

In light of the fact that the original decision made in relation to the Council owned land within the Bradford Trident area was taken many years ago (2001), and the fact that Bradford Trident has already carried out enabling works on the three sites at no cost to the Council, it is felt appropriate to not only confirm the Council's continued support but to also use this opportunity to enable and ensure an appropriate development can be completed on site A and ensure that no disposal can take place until a development has been completed by dealing with it by way of a development agreement.

Whilst Bradford Trident has successfully developed most of the sites previously transferred to them, the lack of progress of the Aspire Citygate site (plots 2, 3, 4 and A) is of concern and it is proposed that the Council remains involved and assist in the on-going disposal negotiations to ensure a successful development takes place on this 'gateway site' to the City centre.

The proposed disposals do not create a precedent in terms of requests by others for land at nominal value owing to the existing arrangements with Bradford Trident and their commitment to delivery of their Masterplan.

7. LEGAL APPRAISAL

The Council is under an obligation to achieve 'Best Consideration', under Section 123, of

the Local Government Act, 1972 whenever disposing of its land and property. The Council may dispose of land and property in any way it deems fit at 'Best Consideration', but cannot do so at less than 'Best Consideration', unless it is satisfied that the disposal of the land at 'less than Best' will make a contribution to the achievement of promoting or improving the economic, social or environmental well being of its area. Land may be disposed of in this way provided it does not exceed a market value of £2 million under the terms of a General Consent issued in 2003. In addition, a specific consent was obtained from the then Office of the Deputy Prime Minister in relation to these sites in 2005 permitting disposal at nil consideration.

As the Council considers that the purpose for which the land is to be disposed is likely to contribute to the achievement of any one or more of the following objects in respect of the whole or any part of its area, or of all or any persons resident or present in its area;

- i) the promotion or improvement of economic well-being;
- ii) the promotion or improvement of social well-being;
- iii) the promotion or improvement of environmental well-being.

it can rely on the General Consent. Proceeding by way of development agreements as described above will ensure that these tests are met.

8. OTHER IMPLICATIONS

8.1 EQUALITY & DIVERSITY

None

8.2 SUSTAINABILITY IMPLICATIONS

None

8.3 GREENHOUSE GAS EMISSIONS IMPACTS

None

8.4 COMMUNITY SAFETY IMPLICATIONS

None

8.5 HUMAN RIGHTS ACT

None

8.6 TRADE UNION

None

8.7 WARD IMPLICATIONS

The disposal and subsequent development of the sites will benefit the economic,

environmental and social well-being of the City and Little Horton wards in which they lie.

9. NOT FOR PUBLICATION DOCUMENTS

Appendix 3 , schedule of sites sold or proposed to be sold by Bradford Council to Bradford Trident, is Not for Publication and is exempt from disclosure in accordance with paragraph 3 of schedule 12a (financial or business affairs) of the Local Government Act 1972. It is considered that in all the circumstances, the public interest in maintaining the exemption outweighs the public interest in disclosing the information

10. RECOMMENDATIONS

It is recommended that Members approve the disposal of the three remaining sites described as A,B and C within this report at a nominal sum, subject to the terms described in the report in respect of ensuring the delivery of developments and use of the proceeds of sale, the Council being satisfied that the disposal of these sites at a 'less than Best' value will make a contribution to the achievement of promoting or improving the economic, social or environmental well being of the locality of the land and the wider community.

All of the transactions are subject to the detailed terms and conditions being agreed and approved by the Strategic Director of Corporate Services.

11. APPENDICES

Appendix 1. Plan no M-008-169 showing the northerly Trident sites, including the three remaining Council owned plots marked A, B and C.

Appendix 2. Plan no M-008-170 showing the southerly Trident sites. Mayfield Centre, Woodroyd Centre, West Bowling Youth Centre and Greenway Road car park.

Appendix 3. Schedule of sites sold or proposed to be sold by Bradford Council to Bradford Trident (This appendix is not for publication and is exempt from disclosure in accordance with paragraph 3 of schedule 12a (financial or business affairs) of the Local Government Act 1972. It is considered that in all the circumstances, the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

12. BACKGROUND DOCUMENTS

- Trident Masterplan October 2001
- Financial Regulations 28 and 29