

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

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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 March 2017.

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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