



Leeds
CITY COUNCIL

Originator:
Steve Crocker / Stuart Byrne

REPORT OF: Director for Environment and Neighbourhoods.

MEETING: Executive Board

DATE: 19th December 2007

SUBJECT: Development of delivery proposals for Leeds / Bradford corridor

Electoral Wards Affected:
Calverley and Farsley, Pudsey,
Farnley and Wortley, Bramley, Armley
(in Leeds)

**Idle and Thackley, Bradford Moor ,
Eccleshill, Bolton and Undercliffe,
Bowling and Barker End
(in Bradford)**

Specific Implications For:	
Equality and Diversity	X
Community Cohesion	X
Narrowing the Gap	X

Eligible for Call in

Not eligible for Call in

(Details contained in the report)

Executive Summary

This report highlights the significant potential in a stronger and more structured collaboration between the cities of Leeds and Bradford. Whereas in the past the two cities have seen themselves primarily as competitors, the possibilities for joint partnership collaboration are now being actively pursued. The Leeds / Bradford corridor area provides an opportunity to test out the potential of this partnership, to assess whether it can bring added value and attract additional resources to help regenerate an area that has previously been neglected.

The report details the current workstreams and governance arrangements which have been established to take this work forward; and it outlines the priorities for delivery in the Leeds / Bradford corridor area drawing upon the findings of a commissioned regeneration study for the Corridor area. The report also seeks the Board’s approval for the further development of the working relationship between the two authorities including the commitment in principle of resources to support the emerging work programme.

1. Purpose of Report

- 1.1 The purpose of the report is to inform the Board of developing collaboration between officers from Leeds and Bradford Councils, overseen by Senior Elected Members from both authorities; and to explain the case for setting this collaboration on a more structured and long term basis. In particular the report :
- Outlines the strategic importance of the Leeds / Bradford corridor, both in economic terms and within the context of city region and wider Leeds / Bradford joint working.
 - Provides background information on the studies commissioned to identify the scope for maximising the corridor's economic potential.
 - Details the strands of work being developed and current governance arrangements.
 - Seeks approval of the future delivery priorities.

2. Background information

- 2.1 The Leeds / Bradford corridor area, stretching the nine miles between the city centres of the first and third largest economies in Yorkshire and the Humber, has been identified within the draft Yorkshire and Humber Regional Spatial Strategy (p 82.) as a "regeneration and investment opportunity". The RSS identifies the following investment priorities:

- to support site assembly
- improve the quality and capacity of rail services on the Calder Valley Line
- investment in housing market renewal
- training programmes to access employment opportunities

- 2.2 Work in this strategic corridor needs to be seen in the context of a growing wider collaboration between the two districts. The potential for collaboration to grow the health and medical sectors is being explored and sharing of best practice regarding the Local Enterprise Growth Initiative is underway. Collaboration at a West Yorkshire level is well established, including through the West Yorkshire Tourism Partnership, whereby it has been agreed that Leeds will provide a sub regional Conference Desk service, while Bradford is leading on sub-regional leisure tourism developments. Both Leeds and Bradford are key partners in the city region activity, which is focused on maximising economic competitiveness. The two authorities have also worked closely on the Leeds-Bradford Airport which will continue to be a key strategic focus for the City Region.

- 2.3 A Leeds Bradford Corridor Group, comprising elected members and relevant officers from both local authorities together with other stakeholders, has been working to develop a co-ordinated approach to the regeneration of the corridor. In order to progress this work a Regeneration Study (2006-2016) was commissioned from White Young Green which focused on four themes:

- *Enhancing economic development and employment opportunities* that would support existing businesses and encourage new employers to the area.

- *Enhancing and improving Transport quality and connectivity* in order to improve the quality of transport between the two city centres and enable better connectivity to employment and business opportunities.
- *Improving housing quality and choice* that is available for local people, that will attract new households, respond to changing demand for housing and that will support any future economic growth.
- *Improving the image and appearance of the Leeds-Bradford Corridor.*

Maps of the study area and potential implementation area are provided at Appendix C.

- 2.4 Alongside the commissioning of the White Young Green Regeneration Study, Metro also commissioned a more in-depth consideration of end to end (city centre to city centre) transport issues, in order to work up delivery options for that element of the city region transport vision. This work is as yet incomplete and so the detailed recommendations from that work do not form part of the scope of this report.
- 2.5 Consultation was undertaken with a wide range of stakeholders including Leeds and Bradford Councils, Bradford Community Housing Trust, West North West Leeds Homes, Metro and West Yorkshire Housing Partnership.
- 2.6 During the development of these two studies, an opportunity has been taken to submit a joint bid to the Northern Housing Challenge Programme looking at innovative housing proposals for the area. The whole £20.1 million scheme will build 364 new homes either for sale or rent as well as creating 50 permanent jobs and 50 training places and raising aspirations for employment amongst local people, particularly through jobs the construction industry. The bid is being led by Firebird JVC in partnership with Bradford Community Housing Trust and Leeds West and North West Homes supported by the City of Bradford Metropolitan District Council and Leeds City Council. A final decision is due in February or March 2008.

3. Main issues

- 3.1 Five task groups have been established to ensure to work up the priorities into potential projects to take forward work in the corridor. Details of the proposals to date are included at Appendix B. A co-ordination group, consisting of officers from both authorities has been established to take a strategic oversight of the work within the Leeds Bradford Corridor, ensure appropriate links between the task groups and enable progress is made at an appropriate pace. A member level group will continue political input, meeting quarterly to give political direction to the work.
- 3.3. As a means to achieve better joint working between the two authorities discussions have been held with Integreat, the Yorkshire Forward sustainable skills unit. A series of half day master classes, practitioner exchanges and design awareness events are planned for April 2008 onwards.
- 3.4 A proposed work programme is presented in the Appendix A

- 3.5 Member involvement in the study is led by Councillors Andrew Mallinson from Bradford and Amanda Carter from Bradford. The Leeds Bradford project was first introduced to ward members from Leeds and Bradford in February 2006. Leeds members were further updated in April 2007 when initial results of the White Young Green study were presented at the West Leeds Area Committees. The final results were discussed presented to the Inner and Outer West Area Committees in October and November 2007.

4. Implications for Council Policy and Governance

- 4.1 Work on the Leeds Bradford Corridor Area complements a number of existing national, regional and citywide policies and governance arrangements. These include the Northern Way, Leeds City Region Development Plan, the Draft Regional and Spatial Strategy for Yorkshire & Humber, the Leeds and Bradford UDPs, the Leeds Development Framework, the West Yorkshire Local Transport Plan and the Vision for Leeds and Bradford 2020 Vision.

5. Legal and Resource Implications

- 5.1 The White Young Green regeneration study identifies the longer term investment requirements at up to £18 million under, over a ten year period 2006-16. The programme in Appendix A is more modest and requires a budget in the region of £100,000 per annum (which includes staffing costs). It is proposed by both local authorities that this is split equally between the two councils. It is therefore proposed that Leeds identifies £50,000 per year for a two year period as part of the annual budget process. Major funding, where required will come through bids for new resources.

6.0 Conclusions

- 6.1 There have already been positive outcomes from the joint work between Leeds and Bradford Council in the Leeds Bradford corridor. Initial studies have been promising. This work now needs a dedicated resource in order to take it forward.

7. Recommendations

That Executive Board

- Notes the progress made on the Leeds Bradford joint working to date.
- Agrees to the principle of joint working between Leeds and Bradford councils and to work programme project plan in Appendix A
- Agrees a budget of £100,000 over two years from Leeds City Council to take forward the work programme.

- 8. Appendices**
 - 8.1 Appendix A – project plan for Leeds Bradford corridor
 - 8.2 Appendix B – task group work streams.
 - 8.3 Appendix C - Maps
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- 9. Background Documents**
 - 9.1 Regeneration Study (White Young Green report)

Appendix A: LEEDS BRADFORD CORRIDOR – PROJECT PLAN

Employment sites and economic development

Action	By Whom	Predicted Cost	Timescale	Outcome
Joint analysis of employment land and sites.	Leeds City Council; Bradford MDC	Consultant cost for Bradford only. Leeds costs are covered internally	Spring 2008	This will provide better knowledge of what land is available across the two Authorities, allowing for a more joined up strategy.
Work with private sector to develop a wider range of sites and premises for small and medium enterprises.	Leeds City Council; Bradford MDC	Nil. First year funded through private sector	Year 1	This will make the planning strategy for the area more responsive to the needs of local business and a more attractive place to do business.
Coordination of business development and investment activities and joint approaches to external funding programmes.	Leeds City Council; Bradford MDC	Nil. Could generate funding through joint bidding	Year 1	More efficient and effective inward investment and business development programme. Questionnaire to top 200 businesses will enable better understanding of needs.
Leeds Bradford Business Conference	Leeds City Council; Bradford MDC; Leeds Ahead; Bradford business	Funded through Area Management Wellbeing 2007-08	March 2008	Enable both Authorities to better understand and react to need of local businesses.

Local connectivity

Action	By Whom	Predicted Cost	Timescale	Outcome
Leeds-Bradford Country Park	LCC; Bradford	Additional costs	2006 – 2016	This will build on work already

joint work.	MDC	mainly on the Bradford side. Leeds costs already secured		underway within Leeds and aims to forge links between the greenspaces in east Bradford and those in west Leeds.
Establishing a joint public access forum.	LCC; Bradford MDC	Admin costs funded through Area Management	2008	This will provide a mechanism for developing a coordinated strategy for the greenspaces in east Bradford and those in west Leeds.
Improved and linked cycle routes and footpaths	LCC; Bradford MDC	£10k	2008 – 09	This will link the two existing networks in Leeds and Bradford.
Development of a boulevard or “living street” project linking the two cities.	LCC; Bradford MDC	£20k	2008 – 09	Develop a feasibility study for implementation and identify a route.

End to end transport links

Action	By Whom	Predicted Cost	Timescale	Outcome
Implement specific transport improvements	Metro; LCC; Bradford MDC; First	Costs will be found within Local Transport Plan funding	2008 – 16	Improved bus priorities, extend FTR bus services between Leeds and Bradford, better connectivity to major transport nodes within the corridor i.e. New Pudsey.
Implementation of major transport proposals	Metro; LCC; Bradford MDC	Costs will be found within Local Transport Plan funding	2008 – 16	Extension of HOV lane and new junction arrangement on Thornbury gyratory.
Rail improvements	Metro	Costs will be found within Local Transport Plan funding	2008 – 16	Restructuring of the rail timetable and reopening of stations at Laisterdyke and Armley.

Future housing growth and affordability

Action	By Whom	Predicted Cost	Timescale	Outcome
Development of Northern Housing Challenge proposals.	BCHT; WNW Homes; LCC; Bradford MDC.	Income of circa £21 million through Northern Housing Challenge fund if successful	2008 – 11	Provision of 364 new affordable homes of mixed tenure, of which 1/3 will be in the Fairfield / Bramley area of Leeds.
Developing further affordable joint housing projects and coordination of housing programmes in the corridor.	BCHT; WNW Homes; LCC; Bradford MDC.	Possible additional income through bidding to the West Yorkshire Housing pot	2008 – 16	Additional affordable housing to meet local need.
Collaboration around section 106 resources and joint lettings work.	LCC; Bradford MDC.	Staff costs	2008 – 09	Better targeting around housing need for the whole area.

Skills and employment

Action	By Whom	Predicted Cost	Timescale	Outcome
Associated construction training and worklessness proposals associated with the Northern Housing Challenge proposals.	Firebird; BCHT; WNW Homes; LCC; Bradford MDC.	Funded through Northern Housing Challenge	2008 – 11	90 people will enter employment/start up business.
Joint regeneration skills training programme.	LCC; Bradford MDC; Integrate Yorkshire Forward	£30k (£10k from each authority and £10k from Yorkshire	2008 – 09	Series of masterclasses for regeneration staff from Leeds and Bradford to improve skills. Joint conference between the two

		Forward)		cities in 2009.
New collaborative skills and employment projects.	LSC; Jobcentre Plus	Found through LSC/Jobcentre Plus (i.e. A2E)	2008 – 16	Additional employment found for 500 people.
Collaborative projects between local business and schools/colleges.	BCHT; WNW Homes; Private Sector Business.		Year 1 to Year 3	This aims to target worklessness as part of the development of Northern Housing Challenge proposals.

General

Action	By Whom	Predicted Cost	Timescale	Outcome
Appointment of a dedicated senior staff resource to lead on the Leeds Bradford Corridor project.	LCC; Bradford MDC.	£50,000 including on costs	Annual from 2008	This would provide a dedicated member of staff to push forward the work on the Corridor and ensure it does not lose momentum.

Appendix B: LEEDS BRADFORD CORRIDOR – WORK STREAMS

- Employment sites and development
- Local connectivity and environment
- End to end transport links
- Proposals on future housing growth and affordability
- Skills and employment

Employment sites and economic development

The Economic Development and Employment Sites task group is assembling a database of the supply and demand for sites and premises within the Corridor, including key information of landownership, development constraints and development requirements. Comprehensive and consistent information on employment site development opportunities will help to reduce developer risks and accelerate private sector investment.

The project will identify new potential strategic employment locations, focused on defined 'investment hubs', with an emphasis on links to existing district centres rather than road corridors. Other strategic locations will also be identified for activities that cannot be accommodated close to centres, but where development is controlled so as to complement rather than compete with the main city centres.

In addition, the project will identify opportunities for change of use of redundant or under-utilised employment sites to support housing growth. This will help to inform the policy challenge facing the area with respect to the lack of development opportunities within the corridor and the tensions being created through the need to balance new housing growth against employment growth/diversification. It will therefore assist with specific LDF allocations in the emerging Leeds and Bradford Council's LDF.

Another aim of this task group is the identification of opportunities for new mixed use development around existing transport nodes. New Pudsey and Thornbury are considered the most appropriate locations for these as they are existing nodes which can be intensified through well designed development schemes.

The land uses which should be encouraged / allowed in these locations should be complementary to one another and could include:

- high density housing
- offices and specialist businesses
- complementary retail of a scale commensurate to the node

Local Connectivity and Environment

This Task Group seeks to promote links between the housing areas within the Corridor to their local leisure and employment opportunities. It also aims to promote and encourage access to the green space in the area

Part of this will be extending the *West Leeds Country Park* into the adjacent areas of Bradford. Part will involve investment to improve the image and perceptions of the corridor as a place to live, visit and work. These improvements will be linked to new

housing developments along the corridor which may help to fund improvements through Section 106 agreements. This route is an important link for a number of significant movements between Leeds and Bradford and it is not the intention of this project to impact on the capacity of the road to the detriment of its role as a strategic link. The project could form a “*living street*” stretching between the two city centre with a cohesive approach to environmental enhancement to unify the various character areas and regeneration zones. This will become an image defining icon for the two cities and the communities and countryside that separate them.

End to end transport links

This group is looking at taking forward agreed proposals emerging from the Arup report on transport improvements.

Housing growth and affordability

The project will serve to complement housing interventions planned and underway within the neighbourhoods through decent homes improvements, private sector interventions and the Firebird JVC initiative the partnership between Leeds and Bradford Districts with a focus on delivering housing market renewal and neighbourhood regeneration. A major aim is to raise house values, create more balanced housing neighbourhoods in terms of tenure and attract and retain high income earners into the area by addressing the range of issues and challenges facing the inner city areas including crime and unemployment. The JVC Initiative is a genuine partnership between Leeds and Bradford Districts and this project will only serve to add value to this pioneering initiative and other investments going forward helping through improved image and marketing.

Skills and employment

The development of a skills improvement programme for the Corridor, including support for basic and higher level skills in key sectors will provide a critical mechanism for supporting business and economic growth in the area. A well skilled and flexible supply of labour is essential to attracting and retaining businesses into an area, particularly in those high value added sectors identified within the corridor leading to increased competitiveness. In addition, improving the employment prospects of the local disadvantaged communities will generate increased household income and improving access to higher quality housing.

Appendix C: LEEDS BRADFORD CORRIDOR – MAPS

- 1. Study Area**
- 2. Intervention Area**