

Report of the Director of Regeneration and Housing to the meeting of The Executive to be held on 22 November 2005

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Subject: Delivering the Airedale Masterplan

Summary statement:

The report outlines the key actions required to begin the implementation of Airedale Corridors: a masterplan and strategy for Airedale. In particular, it outlines the feedback received to date on the proposals, proposes a delivery structure for the Masterplan and identifies work priorities for the period up to March 2007.

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**Improvement Area: Regeneration and
Economy**



1. Summary

- 1.1 The report outlines the key actions required to begin the implementation of Airedale Corridors: a masterplan and strategy for Airedale. In particular, it outlines the feedback received to date on the proposals, proposes a delivery structure for the Masterplan and identifies work priorities for the period up to March 2007.

2. Background

- 2.1 Airedale Corridors: A masterplan and strategy for Airedale was launched in March 2005 and considered by the Executive at its meeting on 14 June 2005. At this meeting it was resolved:
1. That the Airedale Masterplan be welcomed and the contribution it can make to the economic development and regeneration of Airedale recognised.
 2. That a full report on the Masterplan be brought to the Executive which outlines proposals for the delivery of the Masterplan, together with the outcome of the consultation exercise outlined in this report
 3. That the Director of Transportation, Design and Planning identifies such planning documents as may be required to address the Airedale Masterplan proposals and incorporate their preparation within the Local Development Scheme at the earliest opportunity.
 4. That the Director of Transportation, Design and Planning prepares an Integrated Transport Scheme incorporating the Masterplan proposals for the Shipley area and seeks Government funding.
- 2.2 Produced by Arup and a team of supporting consultants, the masterplan identifies the key interventions that will take forward the regeneration of the area in a sustainable and integrated way. The masterplan is focused on the economy and delivering benefits to local people, Bradford and the Region. The masterplan provides a vision for Airedale as a creative, connected, lifestyle corridor set in a rural backdrop and identifies the places for change to achieve this vision.
- 2.3 Since the launch a series of events and meetings have taken place to communicate the proposals contained in the masterplan, consult and obtain initial feedback, the full details of which is outlined in Appendix 1. Overall the response to the masterplan has been positive with support for the main objective of revitalising the area, protecting and enhancing the landscape, the development of new employment on brownfield sites, improving rail and bus connections and a focus on injecting new life into the town centres. Concerns focused on the need to ensure good design for any future development, continuing highway congestion and the potential loss of green space within town centres (Jubilee Gardens, Bingley)
- 2.4 The proposals that generated the greatest debate were those for Shipley Town Centre. These have centred on the proposals for Market Square and the development of a bus/rail interchange on Otley Road. A petition opposing pedestrianisation and other changes proposed for the Square was presented to the Shipley Area Committee and to the Council. Representations have also been received from the indoor market traders regarding the proposal to redevelop the

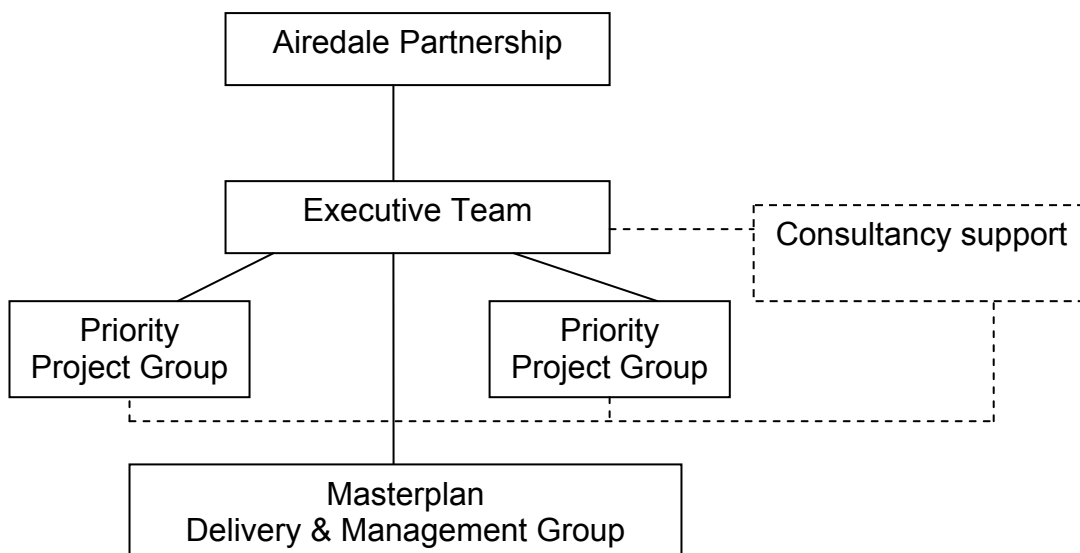
existing building and construct a new market hall on Market Square. Although the objections are partly based on the mistaken interpretation that buses would no longer serve the town centre, the response to the proposals suggests that there is a need for further debate and wider discussions before they are taken forward.

3 Delivery Structure

3.1 The Airedale Masterplan is an ambitious plan for the regeneration of the area and includes a wide range of interventions and projects which will require development, funding and co-ordination. Any delivery structure must ensure that:

- the overall vision and principles of the masterplan is retained
- the development and delivery of projects identified in the masterplan is effective and co-ordinated
- it has the flexibility to respond to opportunities which fit within the vision and principles of the masterplan
- governance arrangements are clear and robust
- the commitment and resources of partners is employed to achieve shared objectives and outcomes
- the people and businesses of Airedale are fully engaged with the delivery of a masterplan which bring benefits to all

3.2 The delivery structure outlined below has been discussed with the Airedale Partnership Board and relevant officers with the Regeneration and Housing department to ensure that it is in line with the Council's draft Accountable Body Framework.



It provides for:

- A Partnership Body, the current Airedale Partnership, to provide strategic direction and champion the delivery of the masterplan.
- A small Executive Team of 5 within the Regeneration & Housing Department, with external consultancy providing multi-disciplinary advice, to co-ordinate delivery, manage project development and programme manage contracts with delivery and funding partners.
- An interdepartmental Delivery & Management Group which will be the decision making body for the Council and the formal link with funders.
- A small number of inter-agency 'task & finish' Project Teams initially focussing on the development on the 5 priority projects (Keighley Railway Station, North Street Hotel, Keighley, Bingley Technology Business Park, Advanced Digital Institute, Shipley Eastern Link Road) identified by Arup.

4. Other considerations

4.1 A delivery plan has been produced for the Airedale Partnership which identifies the following eight work priorities for the period to March 2008:

- a) Develop the 5 priority projects through additional feasibility work and the production of project plans
- b) Identify opportunity projects (eg., Alice Street Project, Keighley) which indicate that things are beginning to happen and take forward the principle objectives of the Masterplan
- c) Identify and secure funding to support the implementation of the Masterplan.
- d) Examine public/private partnership models which are appropriate to regeneration opportunities in the area
- e) Co-ordinate activity and initiatives for the 'rural backdrop'
- f) Encourage further debate on the Town Plans and the future of Keighley, Bingley and Shipley town centres.
- g) Engage with the local business community by developing the business network and ensure their active involvement in the implementation of the masterplan.
- h) Begin pro-actively engaging with investors and developers and communicate progress of the Masterplan.

4.2 Since the meeting of the Executive meeting on 14 June 2005 officers of the Transportation Design and Planning Department have assessed the additional planning documents required to take the Masterplan forward within the context of the Local Development Framework. This has identified the need for the following specific Development Plan Documents:

- Keighley Area Action Plan
- Shipley Area Action Plan
- Esholt Area Action Plan
- Bradford Canal Area Action Plan

- 4.3 In addition, a number of the masterplan proposals will need to be considered in other elements of Local Development Scheme, eg., Core Strategy and Site Allocations Development Plan Document plus Supplementary Planning Documents produced for Bingley and Saltaire. It is proposed to incorporate the preparation of these planning documents into the Local Development Scheme when it is reviewed at the end of the year.
- 4.4 The production of these documents will have significant additional staff resource implications for the Department which is also responding to the need to develop planning policy documents to support the City Centre and Manningham Masterplans. The Director of Transportation, Design and Planning is assessing the staff resources required and any financial implications which may arise. Some of the smaller proposals may be capable of implementation through the normal planning application process.
- 4.5 The likely timetable for the production of these planning documents (post-2008) as part of the Local Development Scheme will mean that there will be an initial period when the Masterplan will not be fully supported by the planning framework. It is, therefore, urgent that the masterplan is regarded as a material consideration in the determination of the planning applications at either Regulatory & Appeals Committee or delegation to officers.
- 4.6 Officers of the Transportation, Design and Planning Department are also working on the transport implications of the Masterplan in the context of the Local Transport Plan (LPT2) and major scheme bids. This involves liaison with METRO.

5. **Options**

- 5.1 Do nothing. Failure to establish the proposed delivery structure, agree the work priorities and endorse the masterplan as a basis for planning and highways policies would restrict the implementation of the Masterplan and the co-ordination of investment in Airedale. The opportunity to bring about the step-change in the local economy outlined by the Arup in the Masterplan would be lost.
- 5.2 Approve the delivery structure, work priorities and endorse the masterplan as a basis for planning and highways policy. This would allow officers to begin the implementation of the Masterplan and support the development of the 5 priority projects identified by Arup. Officers could also begin the work on the revised planning policies required to support the implementation of the masterplan.
- 5.3 Amend the delivery structure and work priorities. This would delay the implementation of the masterplan and cause uncertainty about the future of the masterplan. This may affect the confidence of key funders and developers investing in Airedale.

6. **Financial and resource appraisal**

- 6.1 Airedale is identified as one of the key priorities for Yorkshire Forward's Sub Regional Investment Plan funding within Bradford. Unlike BRC, however, there is not an agreed level of funding from Yorkshire Forward or BMDC to support the implementation of the masterplan and funding is subject to application and appraisal on a project by project basis. A number of bids which support the delivery

of the Masterplan are currently being appraised by Yorkshire Forward, including one submitted to support the costs of the Executive Team and feasibility work on the 5 priority projects. This bid, with a total cost of £1.3m, includes total match funding of £640,000 from the Council over the period from 2006/7 to 2008/9. This will be considered in the priority led budget process.

- 6.2 The Masterplan identifies other potential sources of funding to support its implementation, eg. the LTP, Heritage Lottery Fund. The Council will also need to consider its financial contribution to the delivery of the Masterplan through direct financial support or the inclusion of Council assets within a financial package. Recent Government initiatives such as the Local Authority Business Growth Incentives and the Local Enterprise Growth Initiative could also support the implementation of the Plan.
- 6.3 The Director of Transportation, Design and Planning will consider the staff resources required by the Masterplan and those available to him as part of the LDS review.

7. **Legal appraisal**

- 7.1 The Airedale Partnership has been established as an unincorporated association with contractual and employment responsibilities undertaken by and in the name of the Council on behalf of the Partnership. Any procurement or contracting carried out by the proposed Executive Team will need to be in accordance with the constitution of the Partnership and the Council's Standing Orders, Scheme of Delegation and Financial Regulations.

8. **Other implications**

8.1 **Equal rights**

The development of key projects of the masterplan will consider the needs of disadvantaged communities and group to ensure equal access to the services provided and the employment which result.

8.2 **Sustainability implications**

Arup have undertaken a sustainability appraisal of the proposals included in the Masterplan and the protection and enhancement of the landscape in a key element of the vision for Airedale. Environmental impact assessments will be undertaken for all projects developed as part of the delivery of the masterplan.

8.3 **Community safety implications**

There are no direct implications arising from this report

8.4 **Human Rights Act**

There are no direct implications arising from this report

8.5 Trade Union

There are no direct implications arising from this report

9. Not for publication documents

None

10. Recommendations

1. That Executive approves the delivery structure and work priorities for the implementation of the Airedale Masterplan outlined in the report.
2. That Executive agree to put forward the bid to Yorkshire Forward for funding of the Executive Team and feasibility work and refer the cost of Council match funding of £180,000 in 2006/7, £210,000 in 2007/8 and £250,000 in 2008/9 to the priority-led budget process 2006/7.
3. That the implementation of the masterplan, including any Council contributions through funding or use of Council assets, be considered on a project by project basis through future reports to the Executive.
4. That the Regulatory and Appeals Committee and appropriate Planning Panels be requested to have regard to the contents of the Airedale Masterplan in determining applications within the area, pending the adoption of relevant local strategic planning documents.

11. Appendices

Appendix 1 – Response to the masterplan

12. Background documents

Airedale Corridors: a masterplan and strategy for Airedale

APPENDIX 1

RESPONSE TO THE MASTERPLAN

Introduction

1. This report summarises the process and content of the programme of consultation and dialogue on the Masterplan since its launch in March. The aim of the consultation and dialogue was to ensure a wider audience were aware of the Masterplan proposals, receive initial feedback and begin the discussion of how individuals, organisations and investors could contribute to the achievement of the Masterplan objectives.
2. As part of the development of the Masterplan, Arup and its team of consultants undertook an extensive programme of consultation to ensure that stakeholders and the local community were given the opportunity to comment on the Vision for Airedale and its Strategic objectives and help establish priorities, refine proposals and suggest new ideas. These included community workshops, business and organisational stakeholder workshops, public open drop by exhibitions and the distribution of information leaflets and feedback forms throughout Airedale as well as on the internet. So the current process builds upon this past work.

Post launch activity

- (a) *Roadshows*
3. Using a mobile display trailer roadshows were held at the following locations, at which over 500 people took the opportunity to find out more about the Masterplan.
 - Keighley – outside Market Hall
 - Idle – The Green
 - Bailden – Library Car Park
 - Bingley – Safeway Car Park
 - Shipley – Market Square
 - Silsden – Kirkgate Car Park
 - Bingley Show
 4. The roadshow included a display of the main Masterplan proposals with copies of Airedale Corridors, Town plans, the Summary documents available to take away. Officers from the Airedale Partnership attended to explain the proposals and record comments. In addition everyone was given a feedback form which could be completed then and returned or completed and returned to the Council's Information Shop in the relevant town.

(b) *Presentations*

5. Presentations on the Masterplan were made to a number of organisations and forums including Neighbourhood Forums at Esholt, Bingley and Shipley, Shipley Town Centre Partnership, a joint meeting of Keighley Town Council and Keighley Town Centre Association, KADRA and the Shipley Area Committee. Presentations were also made to the Chamber of Commerce and Environment Partnership. Arup also showcased the Airedale Masterplan at one of their networking events held in Leeds. All presentations provided an opportunity for questions and comment by the attendees.

(c) *Meetings with key stakeholders and potential investors/ developers*

6. A series of meetings have held with key stakeholders and potential investors or developers. The purpose of these meetings has been, not only to make them aware of the Masterplan proposals, but also to begin to explore how they and their future investment can contribute to its implementation. The majority of these meetings have been part of a planned programme but since the launch of the Masterplan there have been an increased level of requests for meetings from developers from across the country.

(d) *Website, Documents and CD*

7. Over 1200 copies of the main Masterplan document have been sent to individuals or organisations, together with several hundred copies of the 3 Town Plans and Summary Documents, plus electronic copies on CD. All documents were made available for downloading from the Airedale Partnership's website, which also provided a means for interactive comment.

(e) *Media and press*

8. Both the Telegraph and Argus and Keighley News provided extensive coverage of the Masterplan proposals at the time of the launch. Coverage also appeared within the Yorkshire Post. Since the launch there have a succession of article which have focused on key elements of the plan. Both the T & A and Keighley News carried articles publicising the dates of roadshows and covered the events.

9. Local radio stations such as BBC Radio Leeds, Pulse Radio and Bradford Community Radio were also used to generate awareness and invite people to the roadshows.

Summary of feedback

10. Overall the response to the masterplan has been positive with support for the main objective of revitalising the area, protecting and enhancing the landscape, development of new employment on brownfield sites, more pedestrian and cycle routes, improvements to the railway stations and link to the airport and a focus on injecting new life into the town centres.
11. In summary and taking each element of the Masterplan, the feedback was as follows:
12. *Creative Corridor* – There was support for developing Airedale as a place where people both live and work, not just a place where people live and commute into Leeds and Bradford to work. The view that the Airedale should develop a diverse economy and not focus solely on a single (digital) sector or cluster was also welcomed. Questions were raised as to whether the aspirations of the masterplan could be achieved without improvements to the education system and highway network in the area.
13. *Connected Corridor* – There was enthusiastic support for the proposed regeneration of the principal railway stations and Airport rail link, although capacity and funding constraints may impact upon the implementation of these proposals and those for new stations on the Airedale line. Resolving congestion problems on the A650 at Saltaire was raised as a key issue (see para below). The effective and properly resourced co-ordination and delivery of the Masterplan was identified by many as a key to its success.
14. *Lifestyle Corridor* – There was a mixed response to the proposals for the Town Centres. The proposals for Keighley and to a lesser extent Bingley were well received. In Keighley the focus on protecting its heritage, enhancing the quality of the built environment and diversifying the retail and leisure offer was welcomed. Ensuring that the development of Keighley College on Dalton Lane was catalyst for the wider regeneration of the Town was also supported. In Bingley there was agreement that the successful redevelopment of Myrtle Walk was key to the Town developing as a vibrant retail centre. Some concerns were expressed about the proposed development on Main Street and Jubilee Gardens and that the production of the Masterplan had delayed the implementation of the proposed improvements to Main Street. The financial viability of the Arup proposals was questioned by a developer. In Shipley, there was an organised campaign against the proposals for the Market square which are discussed in detail below.
15. *Rural Backdrop* – the Masterplan’s view that the landscape was the new ‘raw material’ of Airedale captured the imagination of a large number of people and organisations. The need to protect and enhance the landscape was stressed by all consultees. A large number of

statutory and voluntary organisations viewed the masterplan as an opportunity to connect activity already underway in the area and provide a framework and focus for future activity.

Key issues to address.

(a) *Traffic congestion*

16. There were concerns that the Masterplan did not specifically address the problem of traffic congestion on the A650 at Saltaire roundabout. Views was expressed that the lack of good road links from Airedale to the motorway network via the M606, would be a constraint on economic growth and discourage investment in the development proposals included in the plan. It should also be noted a view against any further road building in the area was also expressed.
17. Arup did consider this issue but concluded that the cost of any solution would outweigh the economic benefits which result and that the proposals contained in the masterplan were a higher priority, including the Shipley Eastern Link Road. Good public transport links was identified as a key asset for the area and all development proposals are close to existing or proposed rail stations.
18. Congestion is an issue that cannot be ignored but needs to be addressed though a number of solutions, including traffic management and encouraging a shift to the use of public transport. Examining these solutions will be a continuing focus during the delivery of the masterplan. A joint Highways Agency and Bradford MDC study is shortly to be commissioned which will examine this issue further and assist in identifying potential solutions. Discussions are also being held with regeneration partnerships in East Lancashire to explore the possibility of jointly working to improve connections to the motorway network via this route.

(b) *Town Centre proposals*

19. There was an organised campaign against the Shipley Town Centre proposals, in particular the proposals to create a bus/rail interchange on Otley Road, pedestrianise Market Square, redevelop the existing Indoor Market and development a new Market Hall on Market Square and remove the fixed stalls of the outdoor market to create a flexible multi-functional (including a market) space. A petition opposing pedestrianisation and other changes proposed for the Square was presented to the Shipley Area Committee and to the Council. Representations have also been received from the indoor market traders regarding the proposal to redevelop the existing building and construct a new market hall on Market Square.
20. It is perhaps, unsurprising the town centre proposals generated the greatest debate. These towns are the 'shop windows' of the valley where local residents come together to work, shop, learn and enjoy their leisure time. It is here that the changes proposed by the

Masterplan have their maximum impact on local residents and have been controversial, particular in Shipley (proposals for Market Square and the Indoor Market) and to a lesser extent Bingley (proposals for Main Street/Jubilee Gardens).

21. Arup's proposals for the towns are based on a detailed assessment and analysis of their strengths and weaknesses. Nevertheless, there is clearly a need to have further debate with all interested parties to further explain and discuss Arup's analysis and proposals before proceeding... The Town Plans provide an opportunity to engage with the local people of Airedale and encourage further debate. Working with Town Centre Managers and Partnerships to progress and debate the Town Plans through existing Town Centre Associations or other forums and involving the wider community, schools etc to consider the future of their town will need to be a priority.
- (c) *Benefits for all local residents*
22. A theme that emerged from the debate on the masterplan was the need to ensure that all local residents benefited from the proposed development of the local economy. There was a concern that the focus on high value, high skill employment would exclude sections of the local community which lacked these skills. The importance of improving the educational achievement across the whole area and all schools was stressed by many respondents. This was seen as essential both to meet the future skill needs of business and to ensure that all local people benefited from the increased economic activity and opportunity.
23. Improving education, skills and training is a key element of the 'creative corridor' strand of the masterplan and central to the achievement of the vision for Airedale. The masterplan does contain proposals for investment in education and training including the Airedale Learning Line which aims to connect local communities to learning through locally based centres of the 2 further education colleges. However, there is obviously further work and discussion to involve the wider education and training community.
24. Work is also focussed on access to employment. Development sites identified by the Airedale masterplan have been included in a study commissioned by Metro to identify improvements to public transport links. The Partnership is also working closely with the Jobs@ and Links2 teams to maximise local labour and local residents' access to jobs.

Next steps.

25. The feedback received to date will be used to inform the delivery of the masterplan. Dialogue and discussion is continuing and will continue throughout the implementation of the masterplan. Furthermore, detailed consultation will be central element of the development of individual projects.