

Local Development Framework for Bradford

Bradford City Centre Area Action Plan

Issues and Options Report

August 2007



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Foreword

The Bradford City Centre Area Action Plan (CCAAP) is being prepared by the City of Bradford Metropolitan District Council as part of the Local Development Framework for Bradford

As you may be aware, there has been extensive public consultation on the future of Bradford City Centre over the last 4 years as part of the Bradford Centre Regeneration and the Councils Masterplanning and Neighbourhood Development Framework (NDF) Processes. Comments received to date on the NDFs have been considered by the Council at its Executive on 16th January 2007.

The Bradford City Centre Area Action Plan (BCCAAP) will bring all of this work together and will aim to address how development and change within the city can be delivered through the development plan system.

The Bradford City Centre Area Action Plan (BCCAAP) is being prepared by the City of Bradford Metropolitan District Council as part of the Local Development Framework for Bradford.

The Issues & Options Report is the first formal stage in the process. Its purpose is to involve interested parties in identifying the key issues and options which the new plan will need to address.

To ensure that the BCCAAP is sustainable, it must comply with the EU Directive on Strategic Environment Assessment (SEA) and fulfil the Government's intentions for Sustainability Appraisal (SA). To meet these requirements an Initial Sustainability Appraisal (SA) of the Issues and Options Report has been carried. The Initial SA looks at the options against a range of criteria to assess whether they are sustainable.

This document is the main Issues and Options Report. The Issues and Options Summary document and the Initial Sustainability Appraisal are available from the Bradford Council Website: www.bradford.gov.uk/ldf



What is the Local Development Framework (LDF)?

Development in the District is currently controlled by the Replacement Unitary Development Plan (RUDP), adopted in 2005.

New planning legislation requires that local authorities replace their current development plans with a new type of plan called a Local Development Framework (LDF). The Local Development Scheme (LDS) provides a starting point for the local community and the stakeholders to find out what planning policies and proposals (Local Development Documents) the Council intends to produce as part of the Local Development Framework.

The Local Development Framework will be a portfolio of documents which will replace the Council's current Unitary Development Plan. For further information on the Local Development Framework, please see Bradford Councils Leaflet Number 1 'The Guide to the Local Development Framework'.

The Core Strategy will set the long term spatial vision for the District and strategic policies to deliver the vision. The Bradford City Centre Area Action Plan will be informed by the emerging Core Strategy and will be one of the documents which will form part of the LDF. The Core Strategy Issues and Options Report was published for public consultation in February 2007. For further information on the Core Strategy, please see Bradford Councils Leaflet Number 2 'The Guide to The Core Strategy'

What is the Bradford City Centre Area Action Plan?

The City Centre Area Action Plan will set out planning policies to guide development proposals in the city centre, along with details of how these proposals will be delivered. It will also be used to make decisions when people apply for planning permission in the city centre. For further information on Area Action Plans, please see Bradford Council's Leaflet Number 3 'The Guide to Area Action Plans'

Why is an Area Action Plan needed for the City Centre?

The City Centre Area Action Plan is needed in order to:-

- Deliver proposed growth of the city centre
- Stimulate Regeneration
- Protect built heritage whilst accommodating new development
- Ensure developments are of appropriate scale, mix and quality

The City Centre Area Action Plan will also take forward the work already undertaken in the city centre by the Council and Bradford Centre Regeneration

A key element of the City Centre Area Action is to have a clear spatial vision. The Question is 'What do we want from our city centre in 15 years time?' A draft vision has been presented

overleaf which has been informed by the following key documents:-

- The 2020 Vision & Community Strategy
- The BCR Masterplan & Neighbourhood Development Frameworks
- The emerging LDF Core Strategy
- The Draft Regional Spatial Strategy
- The Northern Way & Leeds City Region Development Programme

Structure of the Report

The report structure is as follows:-

PART ONE provides the background and sets out the context in which the Area Action Plan needs to be prepared.

PART TWO looks at issues regarding the overall vision and role of the city centre.

PART THREE is split into a number of different themes. It attempts to identify the key issues and options regarding

each of these themes in terms of the future development of the city centre.

PART FOUR considers how the vision for the city centre can be delivered.

Sustainability Appraisal and Strategic Environmental Assessment

All documents in the Local Development Framework need to be subject to a combined Sustainability Appraisal and Strategic Environmental Assessment. A Sustainability Appraisal Scoping Report setting out the proposed approach to be taken was published for comment in June 2007.

This City Centre Area Action Plan - Issues & Options Report is accompanied by a separate Initial Sustainability Appraisal Report. This appraises the policies and proposals in the plan in terms of sustainability. It will be used to inform the content of the plan.

How can I get involved?

As you may be aware, there has been extensive public consultation on the future of Bradford City Centre over the last 4 years as part of the Bradford Centre Regeneration and the Councils Masterplanning and Neighbourhood Development Framework (NDF) Processes. Comments received to date on the NDFs are available to view in the Report to Executive Monday 15th October 2007

The City Centre Area Action Plan will bring all of this work together and will aim to address how development and change within the city can be delivered,

Bradford Council therefore welcomes your views, comments and your ideas regarding the Spatial Vision, Themes, Key Issues and Options as set out in this report.

To make comments you can either fill in the Comment Form on the back of the Summary Issues and Options document, or write a letter or e-mail.

Comments should be returned to the Council by using:

The Free Post Address:

Bradford Local Development
Framework Group
FREEPOST NEA11445
PO BOX 1068
BRADFORD,
BD1 1BR

Email:

ldf.consultation@bradford.gov.uk

Fax 01274 433767

Hand Delivered to the following
planning offices

- Jacobs Well, Manchester Road, Bradford BD1 5RW (Mon-Thurs 9am to 5pm, Fri 9am to 4.30pm)
- Keighley Information Centre, (Mon-Thurs 8.30am to 5.00pm, Fri 9am to 4.30pm)
- Shipley Town Hall, (Mon-Thurs 9am to 5pm, Fri 9am to 4.30pm)

- Ilkley Town Hall, (Mon-Thurs 9am to 12.30pm & 1.30pm to 5.00pm, Fri 9am to 12.30pm & 1.30pm to 4.30pm)

All comments should be returned to the Council by Monday 12th November 2007.

If you have any queries regarding the Area Action Plan or the consultation process please contact the LDF Team on:

Post Address

City of Bradford Metropolitan District
Council
Regeneration – Local Development
Framework Group
8th Floor, Jacobs Well,
Manchester Road,
Bradford,
BD1 5RW

Tel 01274 434050

Fax 01274 433767

E-mail

ldf.consultation@bradford.gov.uk

For further information on how the Council are seeking to engage with stakeholders, please see the Engagement Plan at www.bradford.gov.uk/ldf

What happens next?

The comments received will feed into the next stage of the process. This will be the 'Preferred Options Report' which sets out the policies and proposals which the Council think should be included in the new plan. It will also identify the options which are not being progressed and explain why. This stage will be subject to a 6 week public consultation period.

After the Preferred Options stage the Council will consider the comments made in order to produce the final version of the Area Action Plan for submission to the Government. You will have a further chance to make a representation at this stage. This will be considered by an independent inspector at a public examination. The Inspector will then publish a report on

the plan which is binding on the Council.

The timetable for the City Centre AAP is as follows:

- August-Sept 2007 – Public Consultation on Issues & Options
- June-July 2008 – Public Participation on Preferred Options
- April-May 2009 – Submission of Area Action Plan to Secretary of State and public consultation on submitted document.
- Sept-Dec 2009 – Public Examination
- April 2010 – Receipt of Inspector's binding report
- July 2010 – Adoption and Publication

An aerial photograph of Bradford city centre, showing a mix of modern and traditional architecture, roads, and green spaces under a blue sky with light clouds. The text 'Part One' is overlaid in the center of the image.

Part One

Part One provides the background and sets out the context in which the Area Action Plan needs to be prepared.

1.1 Bradford and its City Centre An Overview



Bradford City Centre is at the heart of a district of around 467,665 people (Source: Census 2001).

It started life in Saxon times as a small settlement, then known as 'Broad Ford', which was based around Ivegate, Kirkgate and Westgate, the medieval street pattern of which still remains.

The city centre is set in a natural bowl which marks the confluence of a number of streams, including Bradford Beck. As a result the city centre is characterised on all sides by the steep hills which surround it.

This 'bowl' was formed in the ice age, and was rich in natural resources such as soft water, sandstone, iron ore and coal. The exploitation of these natural resources helped to fuel the rapid expansion of Bradford during the Industrial Revolution when it became the Wool Capital of the World.

During this period, thousands of people migrated here, including

many from Ireland, to work in the woollen mills. The city boomed and the population swelled from 13,000 to 280,000 during the 19th Century.

In order to accommodate this growth the streams were culverted and built over. A new canal link was constructed, later followed a railway for moving goods and materials between the city centre and the wider region. The railway still remains today but the Canal, became redundant and heavily polluted, and was drained in 1867.

The rapid industrialisation of the city caused problems such as squalor and environmental degradation. However many of the buildings from this era reflect the prosperity and confidence in the city at the time. Much of this built heritage still remains today including City Hall, the Wool Exchange and the merchant's quarter of Little Germany.

By the 20th Century the woollen trade in Bradford had started to decline resulting in a long, drawn out period

of decline. However people still continued to migrate here, this time from further a field, from Italy and Eastern Europe, and from Commonwealth countries in the Caribbean and Indian sub-continent.

Large parts of the city centre were rebuilt during 1960's, and some of the architectural heritage was swept away and replaced by buildings which on the whole have not worn well. This, together with big new road schemes, has created a fragmented city centre, which does not fit together well and is awkward for pedestrians to move around.

At the start of the 21st Century the city centre was experiencing a difficult period, and struggling to find a new role for itself.

Apart from the National Media Museum and the Alhambra Theatre there was little to attract people to the city centre in terms of its shopping and leisure offer. Also, as an industrial city, it has never had a strong office sector, or a tradition of

people living a fashionable urban lifestyle in the city centre. The riots of 2001 were a further setback but since this time there has been an upturn in fortunes as Bradford tries to reinvent itself and reclaim its position as one of the UK's leading regional cities.

This is now an exciting time for Bradford. In 2003 an Urban Regeneration Company was set up and a Masterplan produced to facilitate the renaissance of the city centre. Market confidence has returned to the centre, particularly with regard to residential development, whilst the new Broadway development will vastly improve the shopping offer in the city centre. Once again Bradford is seeing an influx of migrants into the city, this time from all over the world, including Europe, Africa, and Asia.

Here are some current statistics relating to the city centre. There are:

- 3,744 people living in the city centre.

- 2,000 businesses employing 42,800 people in the city centre.
- 305,000m² of office floorspace and 527,000m² of industrial floorspace.
- 501 shops totalling 110,000m², of which 129 units are vacant.
- 1.2 million visitors per year to the top 5 tourist attractions, including the Alhambra and National Media Museum.
- 9,822 people studying at the University.
- 10,600 people travelling into the centre daily by train, and 19,200 by bus.
- 10 public open spaces.
- 100 (approx) Listed Buildings.

*These statistics are based on the Bradford Centre Regeneration Boundary using data correct up to March 2005 (Source BCR Performance Framework, Genecon, 2006).

1.2 Bradford Centre Regeneration and Masterplanning Process



This Section provides a commentary on the masterplanning work that has been undertaken for Bradford City Centre since the formation of Bradford Centre Regeneration (BCR) in 2003.

It starts by looking at the BCR Masterplan and the response to it, before looking at the Bradford City Centre Design Guide Supplementary Planning Document (SPD) and the Neighbourhood Development Frameworks (NDF) – which have been produced to take forward the aims of the Masterplan.

Bradford Centre Regeneration (BCR)

In September 2002, the Government granted approval for the establishment of an Urban Regeneration Company for Bradford City Centre.

This company was established in February 2003 under the name *Bradford Centre Regeneration (BCR)*. It is jointly funded by City of

Bradford Metropolitan District Council, Yorkshire Forward (the Regional Development Agency) and English Partnerships (the national regeneration agency).

The key role of BCR is to engage the public and private sectors in order to transform the city centre.

The BCR Masterplan

In February 2003, Alsop Architects were appointed to prepare a Masterplan for the Bradford City Centre. This was published in September 2003 and set out a new vision for the future of the city centre.

The big idea of the Masterplan is to create a new city centre park that will change people's perceptions of Bradford and differentiate it from other cities.

The idea is based on exploiting Bradford's topography – the city lies in a bowl formed by the valley of Bradford Beck. The Masterplan proposes rediscovering the 'Bradford

Bowl' by getting rid of poor quality buildings which we do not need and forming a new city centre park.

This would be a series of linked spaces, landscapes and water features, which breathes new life into the city's historic fabric.

The Masterplan identifies four separate neighbourhoods or 'fingers of intervention':

The Bowl – proposes a large pool of water outside City Hall at the centre of the new park. Radiating out from the Pool are, a Pier attached to the National Museum, a new Business Forest, and the other three neighbourhoods.

The Channel – proposes reintroducing the Bradford Canal to the city centre alongside which is a new canalside community.

The Market – proposes an alternative multi-cultural retail offer with new public spaces.

The Valley – proposes bringing Bradford Beck back to the surface, with a green corridor along Thornton Road including Wetlands and an Orchard.

The aim of this approach is to promote a step change in the economy, inspire better quality development, and create a city centre that is used and cared for by all of the city's different cultures.

The Masterplan can be viewed in full on the BCR website - <http://www.bradfordurc.com>

The Response to the Masterplan

The Public

A public exhibition of the Masterplan was held between 15th October 2003 and 19th December 2003 at the former Dillons Bookstore on Market Street, Bradford. A total of 2,497 comment forms were returned. Overall,

- 65% of the respondents rated the Masterplan as either 'Wow' or 'Exciting',
- 12% thought it was 'OK',
- 13% hated it, and
- 10% were undecided.

The Council

On 14th October 2003, City of Bradford Metropolitan District Council's Executive welcomed the Masterplan for the city centre. Subsequently at the meeting of the Executive on 9th March 2004 it was resolved that the Council would:

- Prepare a replacement planning document for the Bradford Centre Regeneration area as a high priority.
- Co-operate with BCR in the commissioning of studies and project plans.

At the meeting of the City of Bradford Metropolitan District Council Regulatory and Appeals Committee on 8th March 2005 it was resolved that:

- The Masterplan for Bradford City Centre be treated as a material consideration in the determination of planning applications.

Taking forward the Masterplan

The Council and BCR in 2005 and 2006 commissioned consultants to produce the following:

- City Centre Design Guide
- City Centre Streetscape Manual
- Neighbourhood Development Framework for each of the four neighbourhoods identified in the Masterplan.

The purpose of these documents is to take forward the vision of the Masterplan and demonstrate how it can be delivered.

Bradford City Centre Design Guide

In 2005 a consultancy team led by Urbed was commissioned to produce

a Design Guide for the city centre for City of Bradford Metropolitan District Council.

The purpose of the Guide is to articulate the Masterplan vision for the city centre into a set of design rules. This includes guidance on tall buildings, the character of streets, enclosure of space and public realm.

The Guide is used to assess the design of new development proposals in the city centre. It was adopted by the Council in March 2006 as a Supplementary Planning Document (SPD) following public consultation. As an SPD, the guide is a material consideration when determining any planning applications within the city centre.

The Bradford City Centre Design Guide can be viewed at – <http://www.bradford.gov.uk/bccdg> or alternatively viewed at any of the Council's Planning Offices.

BCR in 2006 commissioned consultants Landscape Projects to

take the public realm guidance within the City Centre Design Guide further and produce a Streetscape Design Manual for the city centre. This will provide a set of rules and specify a palette of materials for new public realm works.

The Neighbourhood Development Frameworks (NDFs)

The Masterplan identifies four separate neighbourhoods in Bradford City Centre – The Bowl, The Channel, The Market, and The Valley.

In late 2004/early 2005 consultants were commissioned by City of Bradford Metropolitan District Council and BCR to produce a framework for each of the four neighbourhoods.

These have been called *Neighbourhood Development Frameworks (NDFs)*.

The purpose of the NDFs is to build on the aims of the Masterplan and

produce a deliverable strategy and a set of projects for each neighbourhood.

The NDFs have been prepared by:

The Channel – Arup
 The Market – Arup
 The Valley – Urbed
 The Bowl – Alsop

The Draft Neighbourhood Development Frameworks can be viewed in full at http://www.bradford.gov.uk/environment/land_and_premises/planning/city_centre_neighbourhood_development_framework.htm or alternatively by visiting any of the Councils Planning Offices

The Response to the NDFs

The Draft NDFs were published separately for public comment between March and December 2006. The comments received have been used to inform the Bradford City Centre Area Action Plan - Issues and Options Report (this document).

On 16th January 2007, the City of Bradford Metropolitan District Council considered consultation responses to the NDFs and resolved that comments would be accepted as evidence for inclusion in the preparation of the City Centre Area Action Plan.

On 7th February 2007, the City of Bradford Metropolitan District Council's Regulatory & Appeals Committee resolved that: the four Draft Neighbourhood Development Frameworks for the City Centre be treated as material considerations in

the determination of planning applications pending the adoption of the Bradford City Centre Action Area Plan.

In addition to the above, a number of background and feasibility studies have been completed as part of the masterplanning process. These are detailed in Section 1.4 'The Evidence Base'

1.3 Policy Context



Planning shapes the places where people live and work and the country we live in. It plays a key role in supporting the Government's wider social, environmental and economic objectives and for sustainable communities.



The Bradford City Centre Area Action Plan will be prepared within the context of existing policies, plans and strategies, ranging from the national level down to the local level. The table below provides a summary of these and they are explained in further detail in the following pages.

National Context

The Government's overall aims for towns and cities are set out in the Urban White Paper and the Sustainable Communities Plan. These aims are taken forward into the planning system through a series of Planning Policy Statements and Guidance Notes.

The Urban White Paper and the Sustainable Communities Plan

The Urban White Paper – 'Our Towns and Cities: The Future – Delivering an Urban Renaissance', was published in 2000. It sets out the Government's vision for urban areas.

The Sustainable Communities Plan – 'Sustainable Communities: Building for the Future', was published in 2003. It builds on the urban white paper and sets out the Government's long-term programme of action for urban areas.

In summary, the Government's vision is for towns and cities to become attractive, successful places with a good quality environment and a high quality of life. They will be the focus for housing and economic growth, and new development will be sustainable.

To achieve this each town and city needs to develop a vision for its future and plan how to achieve it.

Planning Policy Statements and Guidance Notes

Government planning policy is set out in a series of Planning Policy Statements (PPS's) and Guidance Notes (PPG's). Of particular relevance are:

PPS1: Delivering Sustainable Development (2005) sets out the key principles for the planning system. This focuses on delivering sustainable development by adopting a ‘spatial’ planning approach, ensuring high quality design and involving the community in plans.

PPS3: Housing (2006) sets out the policy for new housing development. Priorities include high quality; well-designed housing offering a mix of affordable and market units and mix of tenures. Housing should be located in suitable locations and on previously developed land

PPG4: Industrial; commercial development and small firms (1992) encourages development plans to give greater certainty regarding the types of development which will and will not be permitted in certain areas.

PPS6: Planning for Town Centres (2005) requires new retail, office and leisure developments to be

developed within or as close to existing centres as possible.

PPS12: Local Development Frameworks (2004) sets out the policy for the preparation and content of Area Action Plans.

PPG13: Transport (2001) requires new development to be accessible by sustainable transport forms e.g. walking, cycling and public transport.

PPG15: Planning and the Historic Environment (1994) aims to reconcile the need for economic growth with the need to protect the historic environment.

PPG17: Open Space, Sport and Recreation (2002) gives guidance on creating urban environments that are attractive, offering green lungs and encouraging people to participate in healthy lifestyles.

PPS25: Development and Flood Risk (2006) seeks to ensure that flood risk is taken into account at all stages in the planning process to

avoid inappropriate development in areas at risk of flooding

The above policy documents can be viewed in full on the Department for Communities and Local Government website –

<http://www.communities.gov.uk/planning>

Regional & Sub Regional Context

The regional and sub-regional policy context is set out in –

- The Northern Way Strategy for the North of England)
- The Regional Spatial Strategy for Yorkshire and the Humber
- The Regional Economic Strategy for Yorkshire and the Humber
- The Regional Housing strategy for Yorkshire and the Humber

- The West Yorkshire Local Transport Plan
- Leeds City Region Development Programme

The Northern Way

In order to promote economic growth in the regions the Government has set up Regional Development Agencies (RDAs). The RDA for this region is Yorkshire Forward.

Yorkshire Forward, together with the RDAs for the North-West and the North-East, have published 'Moving Forward: The Northern Way', in September 2004.

The Northern Way sets out a strategy for how the North of England can bridge the economic gap with the rest of the UK.

It identifies 8 city regions on which to concentrate economic growth. Bradford is identified within the Leeds City Region.

The Leeds and Manchester city regions are highlighted as the most significant in terms of driving growth in the north.

The strategy can be viewed in full at –
<http://www.thenorthernway.co.uk>

The Regional Spatial Strategy (RSS)

Government legislation requires that each region should have its own plan – a Regional Spatial Strategy (RSS) which sets out a framework for the future development of the area.

The Yorkshire & Humber Regional Assembly is responsible for producing the RSS for this region. The Panel Report for the first submission of the draft RSS for Yorkshire and Humber was released in May 2007 which recognised the significant and crucial role of Bradford in terms of regeneration and delivery of economic growth in the

City Region which had been underplayed in the draft RSS.

Further information can be found on the Yorkshire and Humber Assembly website
<http://www.yhassembly.gov.uk/index.cfm>

The Regional Economic Strategy (RES)

The Regional Economic Strategy (RES) 2006-2015 provides the 10 year blueprint for economic development in Yorkshire and the Humber.

It provides a framework of common priorities around which businesses, public agencies, voluntary groups and communities can focus their investment and effort. The strategy is owned, and can only be delivered, by the whole region.

The Strategy's six objectives are:

1. More Businesses that last – because higher levels of enterprise are so important

2. Competitive Businesses – making indigenous businesses more productive because they innovate and invest

3. Skilled People benefiting business – with talents that employers value and which offer due reward

4. Connecting People to good jobs – because levels of employment make a big difference to people and the economy, and we need more people in jobs in deprived areas.

5. Transport, Infrastructure and Environment – a strong economy needs good sustainable transport connections and to make the best of the environment and infrastructure

6. Stronger Cities, Towns and Rural Communities – to ensure they are attractive places to live, work and invest

Further information can be found on the Yorkshire Forward website

http://www.yorkshire-forward.com/www/view.asp?content_id=106&parent_id=17

Regional Housing Strategy

The Regional Housing Board is responsible for producing a Regional Housing Strategy as the basis of advice to ministers on strategic housing priorities in the region. The Regional Housing Strategy sits within the context of the region's strategic framework, Advancing Together, and is consistent with other key strategies, such as the Regional Economic Strategy, the Regional Spatial Strategy and the Northern Way Growth Strategy. Regional Housing Strategies must also align with national priorities and strategies and Ministerial requirements.

The Regional Housing Strategy has 3 main purposes:-

To influence regional, sub-regional and local strategies across a range of

housing priorities such as delivery of affordable housing, energy efficiency, fuel poverty, sustainable design and construction, and fair access to housing policies.

To set out regional housing priorities to steer the use of the accompanying regional investment strategy and its single housing pot

To steer wider investment towards integrated housing, economic and social activity

Further information can be found on the Yorkshire and Humber Assembly website

<http://www.yhassembly.gov.uk/index.cfm>

Leeds City Region Development Programme

The eleven local authorities in the Leeds City Region published this programme in November 2006 and are working together to achieve the following vision: 'to develop an internationally recognised city region;

to raise our economic performance; to spread prosperity across the whole of our city region, and to promote a better quality of life for all of those who live and work here’.

The Development Programme is an economic action plan for the city region, aiming to bring increased prosperity to the region and achieve greater cohesion within our diverse communities.

Further information can be found on the Leeds City Council website <http://www.leeds.gov.uk/leedscityregion>

Local Transport Plan (LTP)

The West Yorkshire Local Transport Plan 2, (LTP2), was published in 2006. It covers the period 2006-2011 and is prepared jointly by the five West Yorkshire metropolitan authorities.

It sets out the funding priorities for local transport schemes in the county. Priorities include the Bradford City Centre and West

Bradford Integrated Transport Scheme, the Airedale Integrates Transport Scheme and Bradford Minitram. Improvements to the bus and rail connections within the Interchange are also a possibility.

Further details can be found at <http://www.wyltp.com>

District Context

The overall aims and priorities for Bradford District are set out in the 2020 Vision/Community Strategy (2006-2009).

Planning policy for the District is currently set out in the Replacement Unitary Development Plan (RUDP). However this will gradually be replaced by a new plan – the Local Development Framework (LDF).

The 2020 Vision was developed in 2000 after the biggest consultation exercise in the history of the District. The Vision is delivered through the Community Strategy which is updated annually, and seeks to meet

important social, economic and environmental aims and details the ways in which the Council and its partners will work to improve the lives of the people of the District.

The Urban Regeneration Company plan for Bradford City Centre is identified as one of the main supporting plans to the Community Strategy.

Further information on the 2020 Vision and the Community Strategy can be found at: <http://www.bradfordvision.net/index.php>

The Local Development Framework (LDF)

The Local Development Scheme (LDS) updated in March 2007, provides a starting point for the local community and the stakeholders to find out what planning policies and proposals (Local Development Documents) the Council intends to produce as part of the Local Development Framework. The City Centre Area Action Plan when

adopted, will form part of the new Local Development Framework (LDF) for Bradford.

This will be a portfolio of documents which collectively will form the development plan for the district. Other documents in the LDF which will have a particular influence on the City Centre plan are:

The Statement of Community Involvement - sets out how people and organisations can be involved in the preparation of the LDF documents.

The Core Strategy - sets out the overall strategic vision and objectives for Bradford District. It will inform the preparation of all the other LDF documents. The Council is currently consulting on the Issues and Options papers.

Further information on the Local Development Framework can be found on the Council's website at – <http://www.bradford.gov.uk/ldf>

Bradford Replacement Unitary Development Plan (RUDP)

The LDF is replacing the RUDP as the statutory development plan for Bradford District. This is a gradual process and as a result the RUDP policies will be saved until at least October 2008.

Policies and proposals for Bradford City Centre are set out in the RUDP Bradford West Proposals Report.

The Replacement UDP can be viewed in full on the Council's website at: <http://www.bradford.gov.uk/planning>

City Centre Context

There have been a number of documents published recently regarding the masterplanning of the city centre. These are detailed in Chapter 3 'BCR and the Masterplanning Process'.

Also relevant are the Council's Conservation Area Assessments and the Bradford Canal Road Masterplan.

Conservation Area Assessments

Conservation Areas are areas of special architectural or historical interest, the character of which is desirable to retain. The Council has recently carried out a comprehensive assessment of all Conservation Areas across the District. Four of these lie within the City Centre:

- The Cathedral Precinct Conservation Area
- The City Centre Conservation Area
- Goitside Conservation Area
- Little Germany Conservation Area

These assessments set out the boundaries of the Conservation Areas and define which parts are of special interest and desirable to retain. They also include proposals for the preservation and enhancement of these areas.

Bradford Canal Road Masterplan

This Masterplan has been produced by a team of consultants commissioned by Bradford Council and Arnold Laver & Co Ltd. The team consists of Drivers Jonas, AGD Regeneration, Taylor Young and Arup.

The Masterplan provides a strategy for the corridor which is centred on Canal Road – a major route between Bradford City Centre and Shipley Town Centre.

The Masterplan follows on from a feasibility study, published in spring 2006 by the consultants Arup, which recommends the re-opening of the Bradford Canal. (See section 1.4 – Evidence Base).

On 19th September 2006, The City of Bradford Metropolitan District Council Executive considered the Bradford Canal Road Masterplan and resolved

to use it for the emerging Local Development Documents in the area.

1.4 The Evidence Base



It is important that the City Centre Area Action Plan is based on up to date and reliable information.

The following feasibility studies, technical reports and sources of data have informed the issues and options highlighted within this report.

Delivery of Water Elements of the Masterplan: Outline Feasibility Study (Arup, 2005)

This study looks at the delivery of the water features proposed in the BCR Masterplan such as the Bowl and the reopening of the Beck. It considers how such features could be constructed and operated, along with issues of water quality, flooding, maintenance and costs.

Utilities & Drainage Study (Arup, 2005)

This study considers the impact of the Masterplan proposals on the future demand for water, gas, electricity, drainage and telecoms

etc. and how these may need to be upgraded to meet demand.

The study also considers the location of existing utility networks and highlights where Masterplan proposals may need to be modified to avoid or minimise disruption to these services.

Public Realm Feasibility Study (Insite Environments Ltd and Davis Langdon LLP, 2005)

This study looks at the new areas of public realm proposed in the Masterplan and assesses the likely costs in terms of construction and maintenance. It also includes a guide to best practice from other cities.

The Re-opening of Bradford Canal: Feasibility Study (Arup, 2006)

This study looks at the feasibility of re-opening the canal between Shipley and Bradford City Centre.

It considers the technical aspects of creating and operating the canal and also the likely costs and how these could be funded.

Market Activity Reports (Knight Frank, 2006 and 2007)

These reports, produced on an annual basis, look at market activity in Bradford city centre. They include an analysis of the office, retail, leisure and residential markets, and make predictions of future trends.

Balanced Housing Market Study (DTZ Pineda, 2006)

This study provides a thorough analysis of the current housing market in the city centre and makes a number of recommendations, in particular with regard to affordable housing provision.

Bradford Centre Regeneration Performance Framework (Genecon, 2006)

This study sets out a variety of performance indicators relating to aspects of the city centre such as demographics, the economy, housing, transport, tourism etc... It monitors how these have changed on a yearly basis since the regeneration company was formed in 2003.

The Bradford Positioning Statement (Regeneris, 2005)

This study attempts to draw together the various economic, regeneration and other strategies in the district to set out a future direction for Bradford.

In particular it focuses on how Bradford earns its living now and in the future, its competitiveness as a business location, and its current and potential economic role in the wider region.

Retail Floorspace Study (Colliers, Erdman and Lewis, 1999)

The Colliers, Erdman and Lewis (CEL) study was jointly commissioned by the five West

Yorkshire local authorities. It examines the likely scope for new retail floorspace in the centres of each local authority up to 2011.

In order to keep the information up to date the Council has undertaken in-house surveys of changes which have taken place since the CEL study.

Strategic Flood Risk Assessment

The issue of flood risk is examined the Strategic Flood Risk Assessment (SFRA) for the Bradford District produced for the Council by Jeremy Benn Associates and published in 2003. This is due to be reviewed and updated this Year

Bradford District Economic Strategy (CBMDC, Bradford Economic Partnership, 2007)

This emerging strategy has been jointly developed by City of Bradford Metropolitan District Council and the private sector led Bradford Economic Partnership. The document states the ambition for the District's

economy and allocates responsibilities and provides the context for detailed action plans.

Changing Perceptions of Bradford Survey (Brahm, December 2006)

This programme of research commissioned by Bradford Centre Regeneration examines the perceptions of investors, businesses and residents of Bradford since the city image campaign was launched in 2005.

Other Studies

Transport Model (CBMDC, Ongoing)

This model uses computer software to predict the impact of future development on the road network, and where it will lead to congestion and traffic problems.

City Centre/Outer Ring Road (West) Integrated Transport Study (CBMDC, Ongoing)

The Council are currently undertaking a study which is assessing options for traffic movement on the west side of the city centre. In particular, options are being considered for an extension to the city ring road between Drewton Road and Thornton Road.

Bradford Office Audit (Donaldsons, Ongoing)

This ongoing study commissioned by Bradford Centre Regeneration provides and audit of the Bradford city centre office market.

There are other relevant studies which are due to be published by the Council such as the:-

- Bradford District Urban Capacity Study and
- Bradford District Open Space Assessment.

The following studies are currently in the process of being commissioned:-

- Bradford District Employment Land Assessment
- Bradford District Retail Study
- Bradford District Built Recreation & Leisure Facilities Assessment



Part Two

Part Two looks at issues regarding the overall vision and the role of the city centre

2.1 The Vision

A key element of the City Centre area Action is to have a clear spatial vision. A draft vision has been presented below which has been informed by the following key documents:-

- The 2020 Vision & Community Strategy
- The BCR Masterplan & Neighbourhood Development Frameworks
- The LDF Core Strategy
- The Draft Regional Spatial Strategy
- The Northern Way & Leeds City Region Development Programme

Draft Spatial Vision for Bradford City Centre

Based upon the issues arising from the studies and public consultations undertaken over the last 4 years in the city centre, the following Draft Spatial Vision and Objectives have been developed for Bradford City Centre.

Draft Spatial Vision

The Draft Spatial Vision for Bradford City Centre is as follows:-

“The city centre will become a major destination in the wider region, offering a different experience to other cities. It will be a great place to visit and spend leisure time, as well as to live, work, shop and study”.

Draft Objectives

The Draft Spatial Vision will be achieved through the following Draft Objectives:

1. A unique, high quality shopping and leisure experience reflecting the city’s cultural mix.
2. An attractive, inclusive and safe environment, including a new city centre park which is distinctive to Bradford.
3. Imaginative reuse of the architectural heritage alongside new development of high quality



sustainable design.

4. A range of good quality housing and facilities to cater for a successful city centre community.
5. A thriving economy with new office developments, and a growth in science and creative industries.
6. An enhanced higher education campus, with the University and College forming an integral part of the city centre.
7. Easy access to and around the centre for all sections of the community, and a reduction in through traffic problems.
8. Excellent links with surrounding communities and other major destinations across the region.
9. A rich and diverse variety of plants, birds, animals and insects as part of new linear parks, open spaces and waterways to enhance the quality of life and experience of visitors and residents alike.

The Draft Spatial Vision and the Draft Objectives are subject to public consultation as part of this Issues and Options Stage of the Area Action Plan.



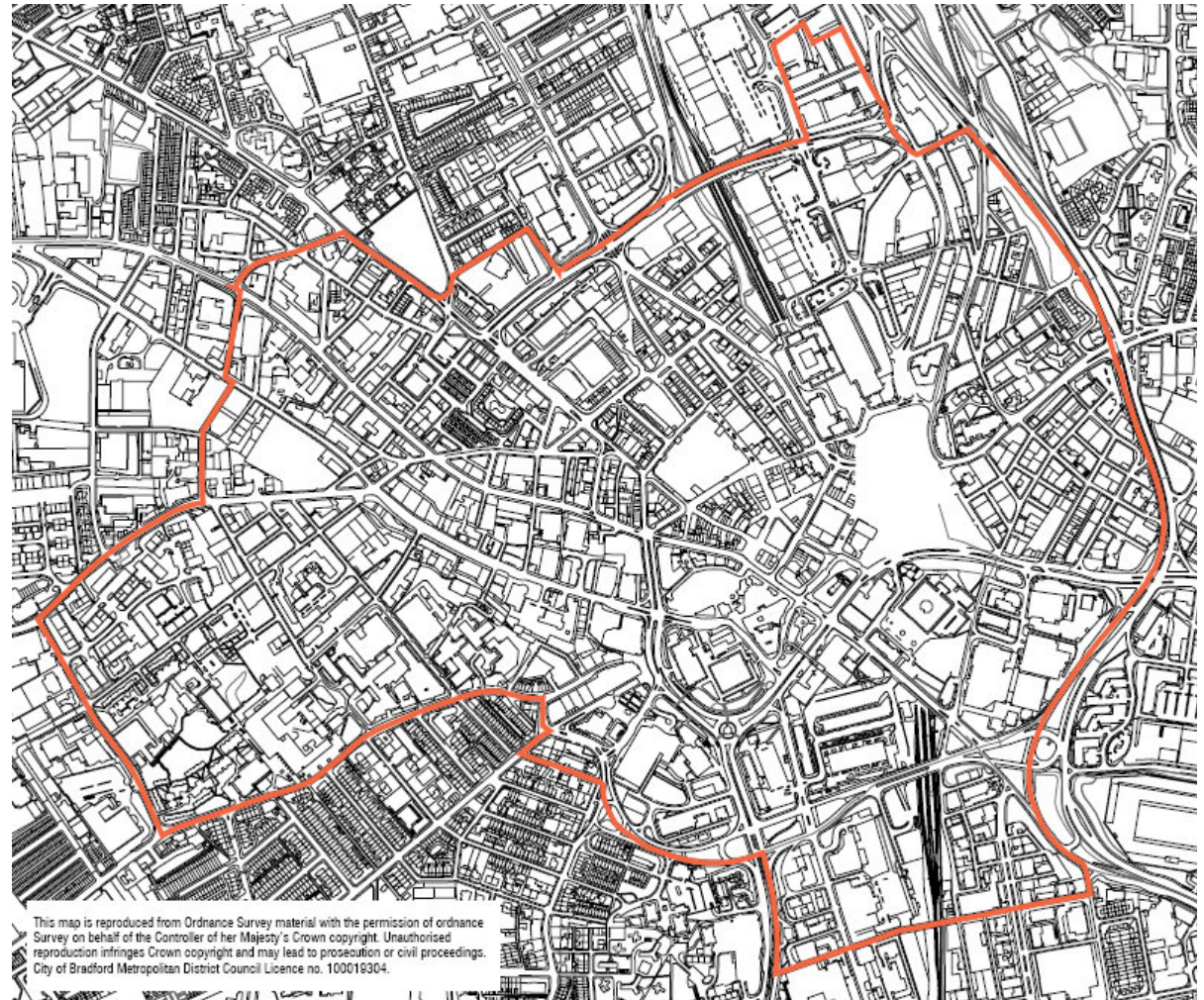
2.2 The City Centre Boundary

The Area Action Plan will need to define the area to which the policies in the plan will apply.

The map shows the boundary used by Bradford Centre Regeneration – the urban regeneration company. It includes the main shopping, civic and entertainment core of the centre and also more peripheral areas such as Little Germany, Goitside, and the College and University campuses.

This boundary has been used for the Masterplan, the City Centre Design Guide, and the NDFs. Therefore it would be logical that the Area Action Plan is also based on this boundary.

However there could also be arguments for expanding the boundary to incorporate adjacent areas, or to shrink the boundary to make the city centre more compact.



2.3 The Spatial Options



Background

There are currently a number of documents that guide development in the city centre:

The Replacement Unitary Development Plan for the Bradford District (RUDP) – Adopted in October 2005. This is the statutory Development Plan for the whole district, and its policies and proposals are valid until October 2008.

Bradford Centre Regeneration Masterplan (Alsop 2003) and the four Neighbourhood Development Frameworks (NDFs) published in 2006. These documents set out a vision for change and provide a framework to guide the regeneration of the city centre.

As part of the Area Action Plan preparation process the Council is required to consider different options. The RUDP and the Masterplan/NDFs provide two potential options, but further options could be produced, based on the various options put

forward in the themes set out later in this section.

Replacement Unitary Development Plan

In the main, the policies and proposals in the RUDP relating to the city centre consolidate the existing land uses. Emphasis is placed on protecting the existing shopping and employment areas, the higher education campus, conservation areas and public car parks. There are no specific allocations for residential or leisure uses, however, two large areas centred on Thornton Road and Little Germany are designated as mixed use areas where a mixture of residential, leisure and office uses are promoted. Sites off Sunbridge Road and Canal Road are highlighted as possible expansion areas to the central shopping area. The plan sets out a framework for considering proposals for development, rather than providing a blueprint for change.

The Masterplan and Neighbourhood Development Frameworks

The Masterplan provided a strategic vision for the city centre. Its aim was to raise aspirations and change perceptions of Bradford. It identified four neighbourhoods. Development Frameworks were produced for each of the neighbourhoods. The frameworks identify a variety of new land uses including large areas for open and civic spaces, residential development, leisure and business uses as well as the extension of the shopping area, transport improvements and mixed use development. The key purpose of the Neighbourhood Development Frameworks is to identify strategic projects which will deliver the overall Masterplan vision

Spatial Options

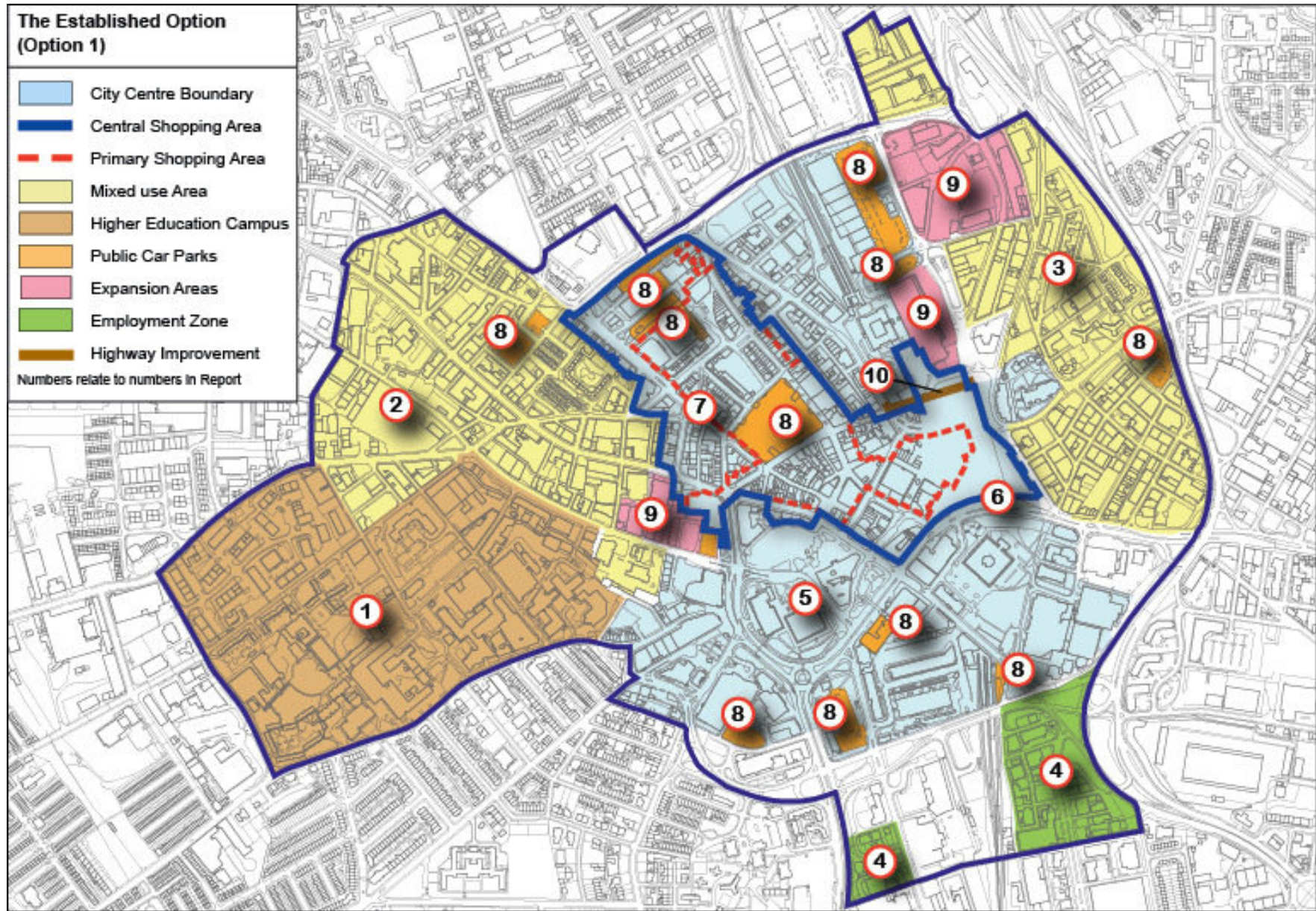
In practice, there are a myriad of alternatives, options and variations as to how Bradford City Centre could be redeveloped and regenerated in

the future. The following section describes two strategic options for the future of the city centre.

The two options proposed follow the 'Established Option' which is based upon the current adopted Replacement Unitary Development Plan (RUDP) for the city centre and the 'Emerging Option' which is based upon the Masterplan and NDFs.

It should be noted that these options are not necessarily mutually exclusive, and combinations of options may also be possible.





Option 1 RUDP – The ‘Established’ Option

The following numbered key policies and proposals relate to Spatial Option 1 Plan on the previous page.

1. Higher Education Campus Zone (RUDP Policy BW/CF8).

This ensures that both Bradford University and Bradford College are able to contribute to the regeneration of the city centre by only permitting land uses which are compatible with the predominantly educational uses within the zone. Acceptable uses include education, student housing, business, leisure and recreational facilities and ancillary car parking.

2. Thornton Road Mixed Use Area (RUDP Policy part - BW/UR7.6)

Three distinct parts of the Mixed Use Area are within the city centre boundary. **Goitside** - future potential of this area lies in

the conversion of property and the preservation of the industrial heritage. The range of possible uses includes residential, small scale retail, commercial, leisure, education, offices and studio/workshops. **Area to the north of Sunbridge Road** – maintain the range of existing mixed uses in this area. **Listerhills** – location for primary employment uses both new and conversions.

3. Little Germany/Cathedral Quarter/Canal Road/ Valley Road Mixed Use Area (RUDP Policy BN/UR7.4)

An extensive area encompassing quarters of distinctive character. **Little Germany – Urban Village** – Encourage the re-use of existing buildings for residential, office, leisure commercial uses and small scale retail use to support the community. **Cathedral Quarter** – potential for further residential development through new build and conversion. **North and West of**

Bolton Road – road configuration in the area means that commercial uses should predominate.

Midland Mills/Conditioning House – good quality residential conversion with ancillary retail, office leisure, hotel and community uses.

4. Bowling Employment Zone (RUDP Policy BN/E6.1) - an area of predominantly small scale general employment uses.

5. City Centre Boundary (RUDP Policy CT1) - this boundary defines the spatial extent of the city centre in order to facilitate the operation of the retail and leisure policies of the Plan.

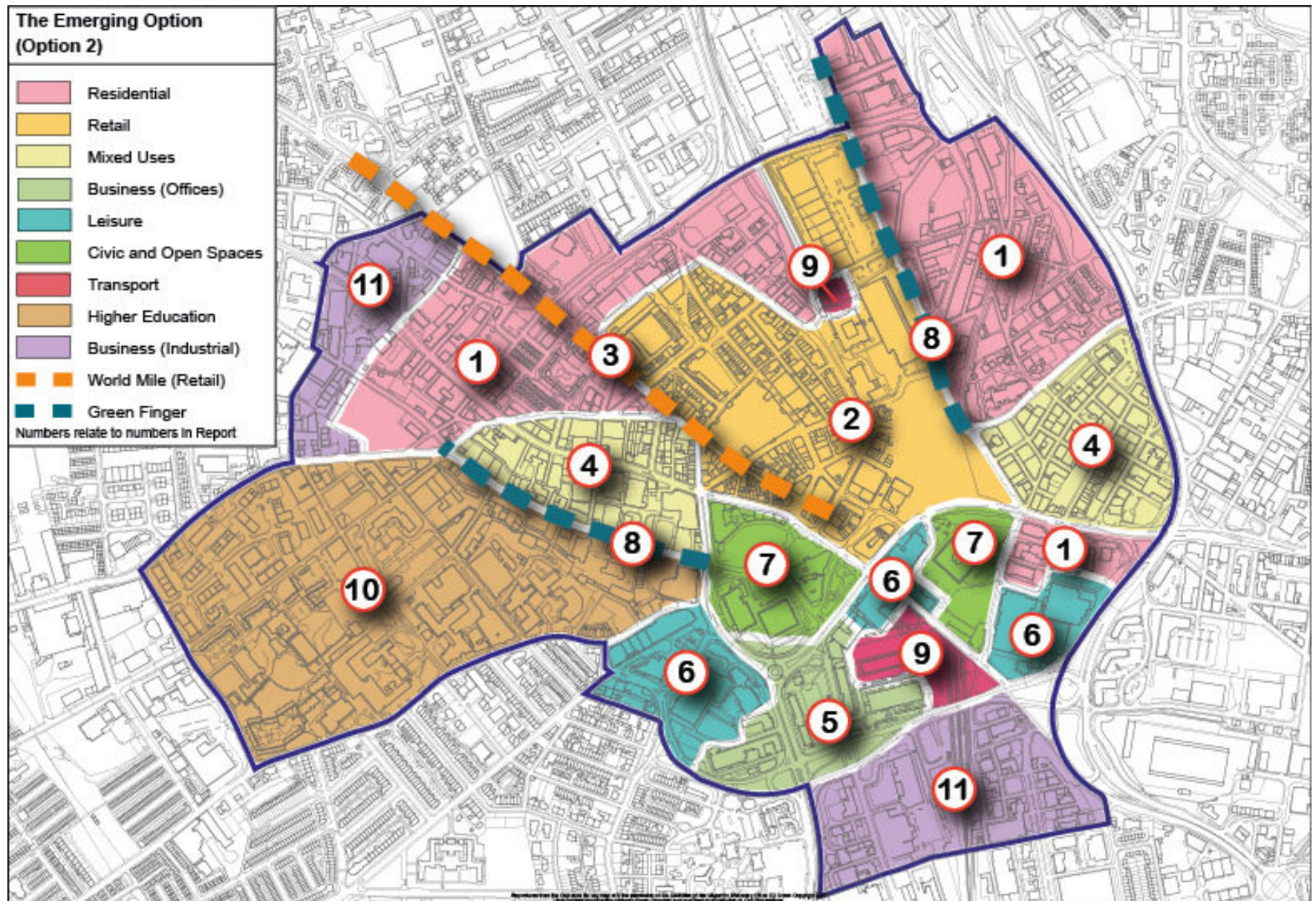
6. Central shopping Area (RUDP Policy CR1A) – this boundary defines the spatial extent of the city centre where retail development is concentrated.

7. Primary Shopping Area (RUDP Policy CT5) - this boundary

defines those shopping streets where the Council seeks to maintain the attraction and relevance of the centre for shoppers by ensuring that associated service uses like banks and building societies can be accommodated without affecting the compactness of the shopping centre.

8. **Car Parking (RUDP Policy TM14)** – Safeguarded car parking areas to promote the vitality and viability of the centre.
9. **Expansion Areas – Sunbridge Road/Godwin Street** – support for the expansion of the existing store and car parking, **Hamme Strasse/Canal Road/Valley Road** - area suitable for large scale retail development – especially food, **Royal Mail Sorting Office** – possibility for further retail development linking the central shopping area with the Forster Square retail warehouse area.

10. **Highway Improvement** – scheme required for implementation of Broadway development



Option 2 NDFs – The ‘Emerging’ Option

The following numbered key policies and proposals relate to Spatial Option 1 Plan on the previous page.

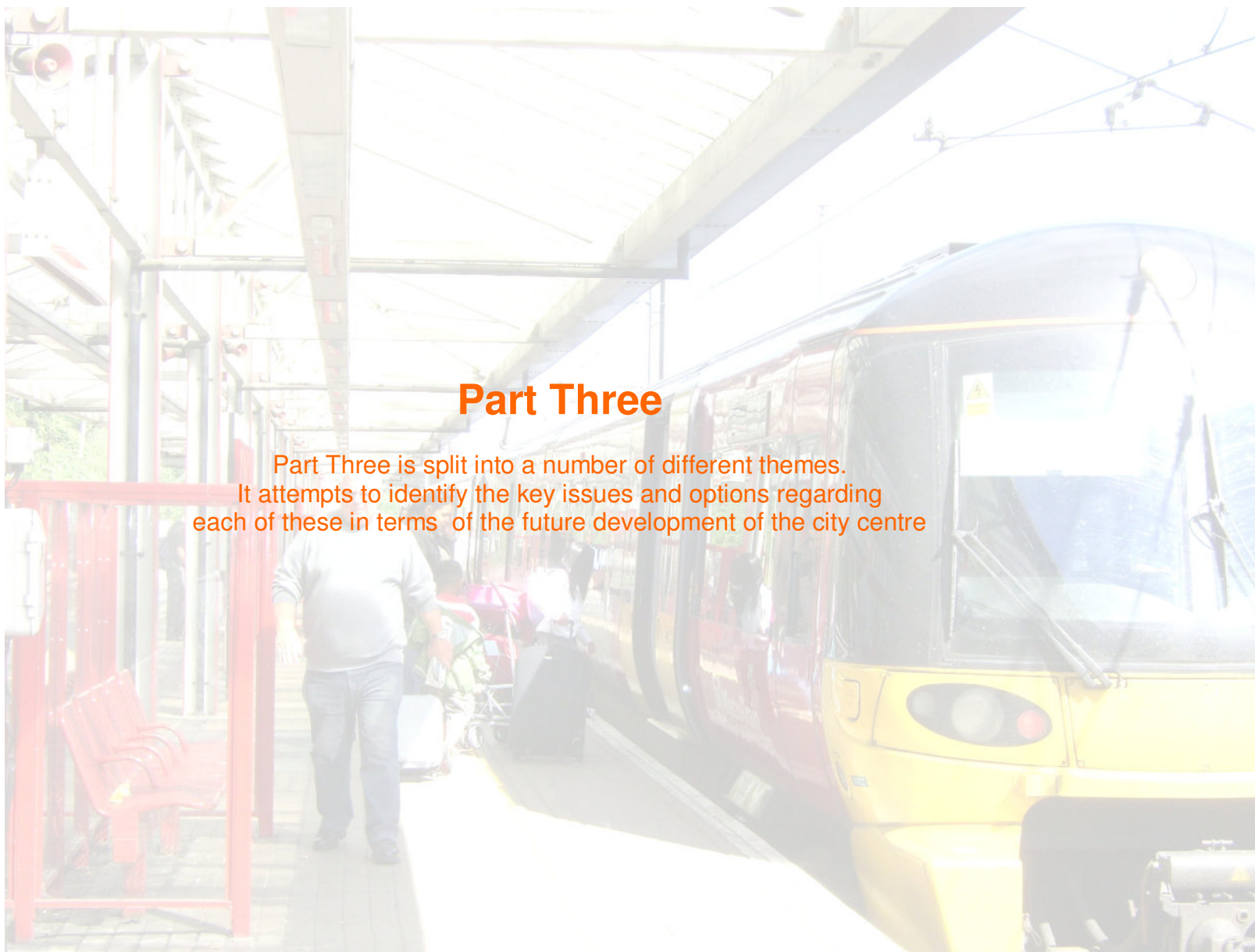
1. **Predominant Residential Areas – The Channel** - A mixed use scheme based around the proposed new Bradford Canal basin. **The Cathedral Quarter** – An area of predominant family housing. **Drewton Road/ Manor Row** - New build and conversion. **Westgate/North of Sunbridge Road** - new urban village both new build and conversion. **Leeds Road** - new urban village linking the Bowl and Little Germany.
2. **Predominant Retail Area** - extending from Broadway up Darley Street to Rawson Square and beyond to the proposed International Markets area, and north to link into the Forster Square retail warehouse park. Good pedestrian links and public

areas are required to maintain the footfall up Darley Street following the development of the Broadway shopping scheme.

3. **World Mile** - an international food and leisure destination extending from Ivegate in the city centre to Manningham.
4. **Mixed Use Areas – Little Germany** –conversion of buildings for offices, residential and leisure uses with limited new build. **Goitside** - the conversion of buildings and new build, for creative workshop and studio uses linked to the higher education campus, interlinked with green spaces.
5. **Business Area – Business Forest** – office development in a parkland setting.
6. **Predominant Leisure Areas – West End** - area including bars, National Media Museum and Alhambra Theatre. **Bridge Street** – St George’s Hall and hotels.

The Leisure Exchange – cinemas, restaurants and bowling alley.

7. **Civic and Open Spaces – Park at the Heart** – central park with water features and grassed areas in the heart of the city around Centenary Square and City Hall. **Exchange Square** – formal open area surrounded by the Law Courts.
8. **Green Fingers – Beckside Park** – new park to the south of Thornton Road bordering the higher education campus. **Channel Linear Park** – landscaped area extending from the Park at the heart to the proposed canal
9. **Transport Interchanges** – Bus and rail interchanges.
10. **Higher Education Campus** – reorganisation and integration of both the University and College campuses into the city centre.
11. **Employment Areas** – Peripheral areas of existing general industry.



Part Three

Part Three is split into a number of different themes. It attempts to identify the key issues and options regarding each of these in terms of the future development of the city centre

3 Key Themes

This section seeks to identify the key issues and options in terms of the future development of the city centre by Key Themes.

The Key Themes are as follows:-

- City Living and Associated Community Provisions
- Shopping and Leisure
- Business
- Further and Higher Education
- Movement
- Built Form
- Public Realm



3.1 City Living and Community Provision



This chapter seeks to take forward the following objectives in order to deliver the Spatial Vision for the City Centre:-

Objective 3
A imaginative reuse of the architectural heritage alongside new development of high quality sustainable design”.

Objective 4
A range of good quality housing and facilities to cater for a successful city centre community

Objective 9
A rich and diverse variety of plants, birds, animals and insects as part of new linear parks, open spaces and waterways to enhance the quality of life and experience of visitors and residents alike

Background

The trend for city living is developing in Bradford. Over nine hundred units have already been completed in twenty seven schemes, the majority of which have been conversions. The Council is now seeing interest in

new-build schemes on the outskirts of the city centre which propose mixed use developments, located at key entrance points to the city centre. National and regional planning policy promotes city and town centres as locations for housing as it aids the creation of more sustainable urban areas, by being in close proximity to jobs, transport interchanges and key services.

The supply of, and demand for community facilities are intrinsically linked to the rise of the trend for city living in Bradford. Community facilities refers to those services and facilities which are integral to making a “community” rather than just a cluster of housing, such as primary schools, health services and local newsagents/convenience shops.

Currently, the provision of community facilities and amenities in the city centre is poor and this was identified as a barrier to creating a balanced city centre housing market in a report produced by DTZ in 2006.

The Neighbourhood Development Frameworks recognised that increases in the population in the area will place additional demand on current provision which will result in an increase in provision.

The Government's Sustainable Communities Plan states that a key requirement for the creation of a sustainable community is a good range of public services, including education and training opportunities, healthcare and community facilities.

Key Issues

The key issues associated with this topic are:

- The amount of new housing in the City Centre.
- The location of new housing in the City Centre.
- The type(s) of housing to be encouraged in the City Centre
- The need for primary education in the City Centre.
- The need for healthcare facilities in the City Centre.

- The need for small-scale convenience shopping in the City Centre.

Issue 1 The Amount of New Housing to be located in the City Centre

At present, there is no figure for the number of houses to be built in the City Centre.

The options could be as follows:

- The number of new residential units in the City Centre should be left to the market.**
- The Area Action Plan should indicate a housing target which comes from a percentage of figures contained in the RSS.**
- No more housing should be encouraged in the city centre.**

Issue 2 The Location of New Housing in the City Centre

There are no current housing allocations in the City Centre, however Policy CT3 of the Replacement UDP encourages the

reuse of buildings in the City Centre for residential uses. Development to date has been focused in Little Germany and Manor Row. Encouraging residential uses in some areas may force other uses out.

The options could be as follows:

- The Area Action Plan should designate areas for housing to avoid conflicts between different uses, such as leisure or business and residential.**
- The location of housing should be left to the market to enable greater flexibility.**
- A balance of uses in one area should be encouraged.**

Issue 3 The Type(s) of Housing to be encouraged in the City Centre

Currently, the type of housing being built in the City Centre is being left to the market, and the majority are one- and two-bed apartments.

The options could be as follows:

- a) There should be a mix of housing types and sizes in the city centre, but the location should be left to the market to decide.
- b) Areas of the City Centre should be designated for one type of housing, e.g. family housing in the Cathedral Quarter.
- c) It should be left to the market to determine the location and range of housing types to ensure some flexibility.

Issue 4 Affordability

Eighty percent of residential units in the City Centre are either socially or privately rented. Policy H9 of the Replacement UDP addresses the affordability issue across the District; the draft City Centre Affordable Housing SPD is more specific to the City Centre and is hoped to be adopted late summer 2007. Some options could be as follows:

- a) Keep the policy in the City Centre Affordable Housing SPD which requires the provision of affordable housing in developments over a certain threshold, and the use of LCHO tenures managed by a RSL.
- b) Do not have any affordable housing policy in the City Centre.
- c) Develop a new affordable housing policy that reflects the areas of the NDFs and the issues that these smaller areas face.

Issue 5 The Need for Primary Education in the City Centre

Currently, approximately 7% of City Centre households contain children (2001 Census). The demand for further school places is only likely to rise if more families move into the area, and this will probably occur if larger units/townhouses are developed and associated community facilities are provided.

The options could be as follows:

- a) No further schools should be provided in the city centre, but better transport/pedestrian links should be made with schools in the surrounding area.
- b) A site should be designated for a primary school in the Area Action Plan which can be developed when there are sufficient numbers of children in the city centre.

Issue 6 The Need for Healthcare Facilities in the City Centre

The provision of healthcare facilities is an important feature of a community. At present in the City Centre, there are a number of GP and dental surgeries but demand is likely to increase as the City Centre population increases further.

The options could be as follows:

- a) Encourage the development of, and allocate sites, for the provision of healthcare facilities in the city centre.

- b) Use the planning obligations mechanism to pool resources from residential developments to provide healthcare in the City Centre when there is evidenced need.
- c) Do not promote additions to healthcare provision in the area.

Issue 7 The Need for Small-scale Convenience Shopping in the City Centre

It is important that local residents can easily access a small convenience shop to buy newspapers, milk and other basic groceries rather than having to travel to the nearest supermarket. This type of provision is not prevalent in the City Centre as the demand has not yet reached such a level to entice retailers to invest, but the presence of such facilities will attract further residents.

The options could be as follows:

- a) Small-scale retail uses should be allocated within residential areas to encourage the creation of a focus for small-scale shopping, for example, in Little Germany and Goitside.
- b) The location of small-scale shopping should be left to the market to decide.
- c) The Plan should disallow the development of retail uses outside of the core shopping area.
- d) The Plan should designate the Morrisons site on Westgate for convenience retail use only.



3.2 Shopping & Leisure



This chapter seeks to take forward the following objectives in order to deliver the Spatial Vision for the City Centre:-

Objective 1

A unique, high quality shopping and leisure experience reflecting the city's cultural mix.

Objective 3

Imaginative reuse of the architectural heritage alongside new development of high quality sustainable design

Objective 8

Excellent links with surrounding communities and other major destinations across the region

Background

For a city of its size Bradford is underprovided for in terms of shopping offer. It also lacks a cohesive retail core with the shopping area spread out between Broadway, the Kirkgate Centre and the Forster Square Retail Park. Recent improvements have been made to the shopping offer with the

completion of the Rawson Quarter development in 2005, and the development of Primark as the anchor store in the Kirkgate Centre. More change is set to come with the £300m Broadway Shopping Centre development, which will significantly improve the shopping facilities in the city.

The city centre also has a wide range of leisure uses including the National Media Museum, the Alhambra Theatre, the Leisure Exchange, and the bars/clubs in the West End.

However, there is a lack of restaurant provision in the centre although the new Centenary Square scheme is helping to address this. The lack of a venue offering modern concert hall facilities, and the quality and quantity of hotel accommodation are also areas of concern.

Key Issues

The key issues associated with this topic are:

- Extent of the Shopping Area;
- Better connections between Shopping areas;

- Safeguarding the function of shopping streets
- Promoting the night time economy, whilst safeguarding the amenity of city centre residents;
- Exploiting the city's cultural assets

Issue 8 Extent of the shopping area

A key issue for the Area Action Plan is to define the spatial extent of the shopping area. The current extent of the shopping area is spread over a wide area with little cohesion between the areas. With the proposed development of the Broadway Centre there are major possibilities for change.

The options could be as follows:

- a) **Support the approach set out in the NDFs promoting the expansion of the proposed Broadway development to the Forster Square Retail Park, coupled with the retention of the remainder of the existing**

shopping area for specialist shops and markets.

- b) **Reduce the extent of the existing shopping area, and concentrate future retail uses in the area between Broadway and the Forster Square Retail Park.**

- c) **Leave the extent of the shopping area to market forces.**

Issue 9 Better connections between shopping areas

In order for the centre to develop and prosper, the connections between the diverse shopping areas need significant improvement. The plan needs to address this issue as a priority.

The options could be as follows:

- a) **Introduce peripheral car parking, a public transport box, a mini tram system and clear pedestrian routes and signposting within the central area to provide improved**

connectivity, as promoted in the NDFs.

- b) **Rely on market forces to promote linkages within the city centre.**

Issue 10 Safeguarding the function of shopping streets

Policy CT5 of the RUDP aims to maintain the attraction and relevance of the primary shopping area to shoppers by seeking to accommodate associated services like banks and restaurants in shopping streets without affecting the character of the streets or the compactness of the centre, so that both retail and non-retail uses are sited so they are convenient to use. Non-retail uses are only to be permitted when the cumulative effect of a proposal, or the visual impact created by the development would not be so great as to adversely affect the character of the shopping street

and its attractiveness for the shopping public.

The issue for the Area Action plan is to decide whether there is still a need to safeguard the function of shopping streets, or should the Plan recognise that shopping centres are changing and shops no longer need to be the dominant use in primary shopping streets.

The options could be as follows:

- a) **Carry forward the RUDP policy approach into the DPD.**
- b) **Recognise that the centre is changing and shops no longer need to be the dominant use in core shopping streets.**
- c) **Allow certain non retail uses in the shopping core, but not others.**

Issue 11 Expansion of the leisure offer in the centre

Historically, for a city of its size, Bradford has been under provided for in terms of leisure. However since

2000, Bradford has become increasingly successful in attracting people to the city centre, due to the opening of a number of leisure-based schemes; e.g. The Leisure Exchange, bars and nightclubs at Centenary Square and the West End. However, the city centre remains underrepresented by restaurants, and hotel accommodation.

The proposed re-opening of the Bradford Canal from the Leeds Liverpool Canal at Shipley into the heart of the city centre will add another dimension to the leisure offer in the city centre; and comments received from the public following the publication of the Neighbourhood Development Frameworks highlighted the need for a new concert hall, art gallery and open space in the centre to improve the leisure offer in the city.

A key issue for the Plan is how it can encourage leisure uses in the city centre. There are various options:

- a) **Promote leisure uses, particularly open spaces, cafes,**

restaurants and hotels in line with the proposals set out in the NDFs.

- b) **Promote leisure uses as a priority above other competing uses within the city centre.**

- c) **Leave the development of leisure uses to market forces.**

Issue 12 Promoting the evening economy whilst safeguarding the amenity of city centre residents

Developers have shown strong interest in providing residential accommodation in the centre in recent years. But as more residential units are created and more people live in the centre, there is more likelihood of possible conflicts between the wish for peaceful living conditions and the noise and general disturbance that can be associated with late night uses such as pubs and nightclubs. A key issue for the plan is to decide whether it is necessary to

restrict these uses to specific areas within the city centre so that conflicts do not arise between the different uses.

The options are as follows:

- a) **Restrict late night leisure uses to particular areas of the city centre.**
- b) **Restrict new build and conversions for housing accommodation to particular areas.**
- c) **Leave the development of leisure and housing uses to market forces.**

Issue 13	Exploiting the city's cultural assets
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Bradford City Centre is rich in culture, history and diversity. The city centre offers a range of attractions spanning history, architecture, the arts, culture, fun and general leisure. A major issue for the plan is how to exploit the cultural assets of the city centre, so that Bradford city centre can

become a recognised destination in its own right.

Various options are set out below:

- a) **Promote the expansion of the existing cultural facilities within the city centre.**
- b) **Promote additional cultural/leisure facilities within the city centre.**
- c) **Provide better connections/linkages between the existing and future cultural facilities.**



3.3 Business



This chapter seeks to take forward the following objectives in order to deliver the Spatial Vision for the City Centre:-

Objective 2

An attractive, inclusive and safe environment, including a new city centre park which is distinctive to Bradford

Objective 3

Imaginative reuse of the architectural heritage alongside new development of high quality sustainable design

Objective 5

A thriving economy with new office developments, and a growth in science and creative industries.

Objective 6

Excellent links with surrounding communities and other major destinations across the region

Background

Historically, Bradford has been a great 'making and trading' city, but

over the past two decades it has experienced significant restructuring in the local economy with growing employment in the professional services industries. The city centre is an important employment location, accounting for 22% of the District's total employment and 14% of businesses. It has the major concentration of higher/further education, civic function, business services and retail and leisure activity, but on the periphery, there are also significant areas of general industry.

The draft RSS has identified Bradford as a sub regional centre within the Leeds City Region. Forecasts show that the main growth sectors in the city region are in the financial and business services, public administration, health and education; sectors which are mainly office based. However, historically Bradford has suffered from a lack of quality office space, and consequently, the city centre does not have a recognised business district. The Masterplan and the Bowl NDF propose to address this issue with

the development of the 'Business Forest Office Park' area adjacent to the central park. The city centre is also promoted as a centre for creativity and enterprise, which is further advanced in the proposals in the Valley NDF for small scale incubator units for knowledge and creative industries linked to the university and college.

Key Issues

The key issues associated with this theme are:

- Lack of offices to accommodate the anticipated growth in service industries, and where they should be located
- Type of business development
- Need to retain existing industrial premises in the city centre

Issue 14	Lack of offices to accommodate the anticipated growth in service industries, and where they should be located
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There is a restricted supply of modern office accommodation within the city centre, and currently there is limited new space available, the majority being 'secondhand' and therefore not necessarily attractive to inward investors. However, when No 1, The Interchange on Nelson Street was built in 2005, the majority of the floorspace was pre-let and set headline rents. Currently offices are spread over many parts of the centre although there is a concentration of larger office buildings in the Bowl Neighbourhood Area, Little Germany and Goitside. In recent years, new office buildings have been built just outside the city centre boundary bordering the Shipley/Airedale Road between Leeds Road and Wakefield Road indicating that the market was interested in developing in peripheral locations. A key issue for the Area Action Plan is therefore where new office development should take place. Some options could be as follows:

- a) **Support the specific locations for office development as set out in the NDFs, specifically the**

Business Forest Office Park; and the existing areas such as Little Germany and Goitside.

- b) **Allow greater flexibility as to where office development should be accommodated in the city centre, specifically promoting office development in mixed use schemes.**
- c) **Restrict and/or retain office development in certain areas.**
- d) **Leave the location of office development to market forces.**

Issue 15 Type of business development

Consideration also needs to be given to the type and range of business premises required to meet the needs of the local economy and the proposed economic revival. Forecasts clearly show the growth in service industries requiring office accommodation, but Bradford is also regarded as a city of creativity and enterprise, where knowledge and creative industries thrive. Currently there is a clear emphasis on mixed use developments, as they can bring

vitality to an area. However, it is important to take a long-term perspective to consider what type of employment provision should be made in the City Centre that will be sustainable not just in terms of future demand, but in terms of its scale, design, impact on other infrastructure and most importantly its competitiveness against other regional cities. A key issue for the Area Action Plan is therefore what type of business development the plan should support. Some options are as follows:

- a) **Support the strategic proposals for office development and other business uses as set out in the NDFs, most notably the Business Forest Office Park, and the incubator units in the Goitside area.**
- b) **Allow greater flexibility as to what type of business uses should be accommodated in the city centre.**
- c) **Leave the development of business premises to market forces.**

Issue 16 Need to retain Existing Industrial Premises in the City Centre

In the peripheral areas of the city centre especially to the south of Croft Street, and in the north western area along Thornton Road, there are a number of general industrial premises. These range from service type uses e.g. car repairs to small scale manufacturing uses. Although small in scale, these businesses play an important role in the overall economy of the city centre. However, they are not usually associated with city centre development, and could be regarded as potential areas for re-development, especially mixed use housing and office development. The issue for the Area Action Plan is to decide whether these areas should be protected, or whether they have potential for more profitable city centre uses. Some options could be as follows:

- a) **Protect the existing uses in these areas, and accept the vital role they play in the economy of the city centre.**

- b) **Support the redevelopment of these areas, but stipulate that provision should be made for the existing uses in the redevelopment proposals.**

- c) **Leave the redevelopment of these areas to market forces, and accept that the existing uses may have to relocate outside the city centre boundaries.**



3.4 Further and Higher Education



This chapter seeks to take forward the following objectives in order to deliver the Spatial Vision for the City Centre:-

Objective 3
Imaginative reuse of the architectural heritage alongside new development of high quality sustainable design.

Objective 5
A thriving economy with new office developments, and a growth in science and creative industries.

Objective 6
An enhanced higher education campus, with the University and College forming an integral part of the city centre.

Objective 7
Easy access to and around the centre for all sections of the community, and a reduction in through traffic problems.

Objective 8
Excellent links with surrounding communities and other major

destinations across the region.

Objective 9
A rich and diverse variety of plants, birds, animals and insects as part of new linear parks, open spaces and waterways to enhance the quality of life and experience of visitors and residents alike.

Background

The University of Bradford and Bradford College form the Higher Education precinct to the west of the City Centre, and cover approximately 18ha of land. The campus area is mainly made up of educational buildings, the majority of which date back to the 1960s/70s, but there are some 19th Century buildings, and more recent additions. The area is surrounded by dense 19th Century terraced housing to the south, and industrial uses to the north.

The Further/Higher Education provision plays an important role in the local economy, providing a skilled workforce, aiding the development of new industries, attracting new

investment, and contributing to the overall regeneration of the District. The University of Bradford employs nearly 3300 staff and has over 10500 students. Bradford College has over 20,000 students enrolled on over 1000 different courses. It is therefore important that the LDF supports the future development of the Campus Zone.

Both the University and the College are seeking to undergo radical transformations over the coming years in terms of their building stock and their prominence in the UK Further/Higher Education sectors.

An outline planning application was approved by the Council in 2006 to redevelop the whole of the University campus, which constitute an ongoing programme of works – a £75m ten-year plan of improvements to facilities on the main campus. The University wishes to consolidate the area and control vehicular access to the campus to make it safer, promote the concept of a campus zone and discourage antisocial activities.

The University has recently received £3.1 million of funding for a project named *Ecoversity*. This is an all encompassing programme, which aims to make ‘*a model sustainable university, where the principles and practice of sustainable development are embedded across the entire institution and its activities*’.

Bradford College is also preparing ambitious plans; it wants to become ‘one of the most innovative education providers in the country by the start of the next decade’ and plans are set to include new prominent and bold buildings. It is also their ambition to become closer integrated with the City Centre, and the College is interested in being involved in the future proposals for the Odeon site.

In terms of the existing approach to the planning of the Higher Education precinct, Policy BW/CF8 of the Replacement UDP safeguards land within the Campus Zone for educational and ancillary uses only, such as educational buildings, housing, recreational facilities and ancillary car parking.

Creating links between businesses and the University and College is also recognised in the Valley NDF, where it is noted in other northern cities creative industries and the knowledge economy have transformed the cities’ economies, and Bradford is well suited for this type of economic activity due to the close proximity of the Higher Education precinct to a number of underused buildings in Goitside.

Key Issues

The key issues related to this theme are:

- Safeguarding the Campus Zone from non-educational related development.
- Better integration of the Campus Zone with the City Centre.

Issue 17	Safetguarding the Campus Zone from Non- Educational Related Development
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It is the University and College’s aim to consolidate their facilities on the existing campus site. Restricting

development of uses which are not related to the activities of the institutions will help achieve this.

Some options could be as follows:

a) Take forward Policy approach of the RUDP;

b) Develop a new policy for the future development of the area.

Issue 18	Better Integration of the Campus Zones with the City Centre
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It is beneficial for both institutions and the City Centre to achieve a better integration between the two. Physical linkages with businesses in the Thornton Road area may encourage the creation of a creative business cluster, improving the local economy whilst making the University/College more attractive to investment and prospective students. It is a key aim of the University and College to provide a link between the campus and the City Centre.

Some options could be as follows:

a) Identify/support further sites for HE/FE uses towards the City Centre;

b) Improve pedestrian routes between the Campus Zone and the City Centre.

c) Restrict HE/FE uses to the Campus Zone only.



3.5 Movement

This chapter seeks to take forward the following objectives in order to deliver the Spatial Vision for the City Centre:-

Objective 7
Easy access to and around the centre for all sections of the community, and a reduction in through traffic problems.

Objective 8
Excellent links with surrounding communities and other major destinations across the region.

Background

The Issues and Options in this chapter all relate to movement in Bradford City Centre. They focus on pedestrians and cyclists and the routes they use, public transport services and infrastructure, roads and the vehicles that use them, parking provision, land use, regeneration, and access. The issues covered were highlighted in the adopted Replacement Unitary Development Plan (rUDP), the



Bradford Centre Regeneration Masterplan and the four Neighbourhood Development Frameworks for the City Centre.

Current planning policy (PPS1, PPG3, PPS6, PPG13) advocates more attractive pedestrian friendly city centres, which shouldn't be dominated by cars, roads and parking, although obviously it is still important to provide for vehicles.

Key Issues

The key issues associated with this theme are:

- Quality and availability of pedestrian routes
- Provision of facilities and routes for cyclists
- Provision of public transport services and infrastructure (including taxis)
- Completion of a City Ring Road
- Increases to levels of traffic causing congestion and pollution in the heart of the city
- Parking provision
- Provision of access for all

- Affects on movement from regeneration and new development projects
- Impacts upon movement from different land use

Issue 19 Quality and Availability of Pedestrian Routes

Different parts of the city centre provide different pedestrian experiences. Whether it's a pedestrianised street or a shared route for people and traffic, the pedestrian experience and ease of navigation is affected by quality of materials and design of the route and number of people using the route. Also severance of routes by busy roads, traffic speeds, convoluted crossing points, on street parking and bus shelters can often interrupt journeys for pedestrians.

The options could be as follows:

- a) **Create a pedestrian dominated city centre by increasing amount of pedestrianised areas, encourage more street level activity, create greater vehicular restrictions, removal of some**

vehicular routes, reduce traffic speeds on through routes, give pedestrians priority over vehicles where footpaths cross roads and general improvements to the quality, design and lighting of pedestrian routes.

- b) **Retain the existing balance between pedestrian and vehicle movements whilst supporting improvements to the quality of footpaths and pedestrianised zones and increasing the safety for pedestrian crossings at busy road junctions.**
- c) **Do nothing and let the quality of pedestrian movement be enhanced by Developer Contributions.**

Issue 20 Provision of Facilities and Routes for Cyclists

The National and Local Cycle Network passes through the city centre and there are some specialist cycle lanes, however these are not comprehensive. Cycle parking facilities can be found located in

some parts of the city centre. The topography of the centre doesn't encourage cycling.

The plan could include any or all of the following options:

- a) **Additional secure cycle parking and storage facilities throughout the city centre, especially where new developments are proposed and areas where there is a current shortage of provision.**
- b) **Provision of additional quality cycle routes and protection of new routes to link well used areas and buildings.**
- c) **Encourage the provision of changing and shower facilities in new developments, especially those that have a high number of users/visitors.**

Issue 21 Provision of Public Transport Services and Infrastructure (including Taxis)

Buses currently enjoy good penetration into the city centre dropping people off close to shops and facilities. The Interchange allows for easy changeovers between buses and trains, which stop there. However the vast array of bus stops around the city centre can be confusing to visitors – it is not always clear where to go to catch a bus.

The city’s two main train stations feel detached from the city centre proper and from each other, and do not offer attractive gateways to the city. Also the buildings containing the train stations are considered to be dated and perceived to have access and safety problems.

Taxis need to be able to pick up and drop off in the City Centre in convenient and safe locations.

The plan could include any or all of the following options:

- a) **Priority to public transport over other vehicles including provision of traffic signals which give priority to buses and**

improved enforcement procedures for not conforming with any priorities. Provision of new and improved bus lanes and high quality and frequent routes into, out of and around the centre. Where feasible develop extended bus lay-bys, large enough to prevent buses being delayed by other buses unloading and loading passengers.

- b) **Provision of a free city bus connecting the top and bottom of the city centre and the two railway stations, running at regular intervals with convenient stops along a circular route.**

- c) **Provision of bus services and routes to bring passengers from future park and ride facilities located at various points on edge of city centre into the heart of the city centre.**

- d) **Redevelop the Travel Interchanges to improve the attractiveness of public travel.**

This could involve better integration between bus, train and taxi interchange facilities, improved and enhanced taxi ranks, provision of retail facilities to generate activity and general improvements to accessibility, function and image of Interchange buildings.

- e) **Provision of high quality taxi ranks to operate safely during day and night and inclusion of taxi pull in zones at new developments.**
- f) **Encourage bus and train companies to reduce cost of travel by public transport.**

Issue 22	Completion of a City Ring Road
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Bradford city centre has two ring roads – the Central Ring Road, which offers car access into the very heart of the city, and the City Ring, which takes traffic out of the centre.

The Central Ring Road constricts the centre, cuts it off from its surroundings, and severs pedestrian

flow. However the Petergate section of the road has recently been closed as part of the Broadway Development.

The City Ring has never been completed on the west side of the city, completion is hindered due to topography, finance available to buy land and develop route and availability of a suitable route. The result is that large amounts of traffic still pass through the city centre proper causing congestion and delays and increased pollution levels.

Much of the traffic entering the city is through traffic travelling into and straight out of the centre with no purpose or intention to stop in the city this would be vastly reduced if the western part of the City Ring was complete

The plan could include any or all of the following options:

- a) Actively pursue the completion of the city ring to connect Hamm Strass via Drewton Road to Thornton Road. Various**

options for the completion of this ring road have been investigated recently as part of the Valley Neighbourhood Development Framework.

- b) Do nothing and let the existing roads that lead into and out of the City Centre accommodate present and future traffic levels whatever the outcome regarding congestion.**

Issue 23	Increases to levels of Traffic Congestion and Pollution in the heart of the City
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The levels of traffic on existing roads cause problems of congestion and pollution at all times but especially during peak travelling hours. The amount of traffic using roads into and out of the centre is likely to grow rather than reduce due to the current levels of development interest. Therefore, problems for users will increase unless existing road transport problems can be solved or modal shift encouraged (i.e. entice

people to use other modes of transport rather than the private car).

Another problem is that routes to multi-storey car parks at the Kirkgate Centre and Hall Ings actively encourage private vehicles into the city centre adding to congestion and pollution issues.

The plan could include any or all of the following options:

- a) Remove or restrict some of the through routes and introduce traffic management systems to control the flow of vehicles into the centre.**
- b) Provision of multi storey car parks at various points on the edge of the centre to allow people to park and enter the city centre on foot or by public transport, together with a local access strategy and service delivery strategy for those vehicles and trips which have to enter the city centre.**

c) Transform more of the shopping streets to pedestrian only zones to stop vehicle entering during certain times in the day.

d) Turn the main roads that lead into the City into “Tree Lined Boulevards” to help reduce problems created by pollution from vehicles.

Issue Parking Provision 24

Parking provision in the city centre consists of multi storey car parks, surface car parks and on street parking. New parking provision has recently been provided in the multi storey adjacent to the former Sunwin House store, and additional large-scale provision is included in the proposed Broadway development.

The existing car parks are spread throughout the centre in a random manner and there is currently no overall strategy for parking in the city centre. In addition many of the surface car parks are likely to be subject to development interest

which could lead to a shortage of parking in the future.

The options could be as follows:

a) The inclusion of a car parking strategy and adopted parking standards policy in the City Centre Area Action Plan with reference to long stay, short stay, off-street, on-street, disabled parking, private and public owned parking, as well as giving standards for all possible land uses that may be developed over the life of the plan. If a park and ride system was to be developed this should also be covered by the Car Parking Strategy of the plan.

b) Retain the existing levels of parking in the City Centre whilst improving the quality, availability and security of the parking provision.

c) Restrict parking availability in the city centre to encourage people who visit to do so by

means other than private vehicle.

Issue Provision of Access for All 25

A successful city centre can depend on the number of people who use it, either as residents, visitors or as a place of employment. Accessibility should be a core priority of the plan, which could aim to ensure all individuals, and groups are able to access and move around the city centre with ease.

The plan could include any or all of the following options:

a) Policies that ensure people with disabilities are not disadvantaged. These could include policies to ensure when designing new areas and buildings they should incorporate disability access to all public areas, routes up the steep gradients of the City are made wheelchair friendly, and safe and independent access

for wheelchair users to all areas and buildings.

- b) Provision of parking for people with disabilities and special needs.**
- c) Provision of a legible way finding system consistent throughout the City Centre and usable by everyone regardless of ability.**

Issue 26 Affects on Movement from Regeneration and New Developments

Many areas of the city will become available for regeneration and redevelopment over the life of the plan. Regeneration may include development of underused land i.e. surface car parks, redevelopment of existing buildings either to bring them back into use or to intensify existing uses and the regeneration of public spaces between and around buildings i.e. the public realm.

Proposals and developments introduced by other parts of this plan

such as City Living, Office and Employment or Shopping and Leisure should consider improving pedestrian and vehicular movement. All proposals should avoid the creation of barriers to pedestrians and/or the diversion or increased distances to existing routes. All developments could/should aim to improve rather than hinder movements around the City.

The plan could include any or all of the following options:

- a) Polices to ensure when designing new buildings or areas that vehicular movement is be considered with less priority than pedestrian movement.**
- b) Provision of pedestrian improvements to highways and public realm through renewal of existing infrastructure.**
- c) New development proposals could incorporate travel plans especially major traffic generators.**

Issue 27 Impacts upon Movement from Different Land Uses

Different land uses have different impacts upon movement into and around the city. Some land uses are major travel generators such as large floorspace office developments whilst others generate very little by way of travel needs such as warehousing or storage buildings. In the past city centres were considered the most beneficial places for major traffic generators, while it was considered that those uses creating little need to travel should be located on the outskirts of the city or in other areas. This has resulted in the largest major travel generators currently occupying space in the city centre.

Another land use that creates concern is the provision of public open space, the perception seems attractive, but in reality open space can compromises traffic flows. Also the creation of a permanent lake would create a barrier to movement

and reduces area for communal activity.

The plan could include any or all of the following options:

- a) Policies to locate major travel generators close to public transport interchanges and have good quality accessible links to public transport systems and also policy to require Transport Assessments and Travel Plans for new developments, conversions and redevelopments.
- b) Planning permission could be restricted or not be granted where proposals have a detrimental impact upon existing or proposed transport infrastructure or services including walking and cycling facilities and public transport services.
- c) Safeguard land for transport improvements including cycle routes and road improvements.



3.5 Built Form



This chapter seeks to take forward the following objective from the Vision for the city centre:

Objective 3

The imaginative reuse of the architectural heritage alongside new development of high quality sustainable design

Background

Bradford city centre possesses a wealth of built heritage from its Victorian heyday, much of which remains intact today. This historic fabric includes many impressive buildings, built in local sandstone and designed by local architects, which together form attractive places which are distinct to Bradford.

For much of the twentieth century the city has not found it so easy to create great buildings and places. In the 1960's some of the built heritage was swept away to be replaced by development which on the whole has not worn well. The result is a city centre which, whilst attractive in

parts, on the whole has become fragmented and disjointed.

Key Issues

National, regional and local planning policy regarding built form can be summarised in three main strands:

- The preservation and enhancement of the historic environment.
- High quality design in new development which improves the character and quality of an area.
- Sustainable development which is built to last, makes efficient use of resources, and seeks to redress the effects of climate change.

With regard to these three strands the Council has recently published a number of documents which provide detailed guidance.

Conservation Area Assessments have been produced for each of the four Conservation Areas in the city centre. They put forward strategies

for the preservation and enhancement of these historic areas.

The *Sustainable Design Guide* provides guidance on how new development can be designed sustainably, including guidance on site layout, building design and energy efficiency.

The *Bradford City Centre Design Guide* sets out design guidance for new development in the city centre. It seeks to:

- repair the historic areas with new development relating to the existing context;
- reinvent a new type of character in the areas where the historic character has been lost;
- locate tall buildings on the edge of the city centre in the valley bottom;
- encourage new contemporary design rather than copies of historical architectural styles.

The *Neighbourhood Development Frameworks (NDFs)* take forward the aims of the City Centre Design Guide and provides layouts and

visualisations as to how new development could look.

The public's comments to the NDFs have been used to identify the options below.

Issue 28 The Nature of the Built Form

Some options regarding built form could be as follows:

- a) **The current approach which encourages new contemporary design. It seeks to retain and repair the areas of historic value, and reinvent a new character in those areas where the historic quality has been lost.**
- b) **Require all new development to closely follow the style of historical Bradford in terms of the use of stone, architectural features and building heights.**
- c) **A more sustainable city centre which strongly encourages the**

use of features such as solar panels, wind turbines, green roofs and sustainable drainage systems.

Issue 29 Built Form and Use of Natural Resources

In line with existing and emerging Central Government Policy, opportunities are presented for significant new developments in Bradford City Centre to be energy efficient and incorporate small scale renewable energy production technologies. Renewable energy developments should be capable of being accommodated in locations where the technology is viable and environmental, economic and social impacts can be addressed satisfactorily.

The Options could be as follows:

- a) **All developments in the city centre to be encouraged to maximise use of renewable energy**

- b) Requiring 10% of the energy use of buildings forming part of major developments (1,000sqm or 10 dwellings or more) to be generated onsite from renewable sources in appropriate circumstances (e.g. not compromising historic buildings and conservation areas & buildings of insufficient scale)
- c) Requiring 10% of the energy use of all new buildings to be generated on-site from renewable sources



3.6 Public Realm



This chapter seeks to take forward the following objective from the Vision for the city centre:

Objective 1

A unique, high quality shopping and leisure experience reflecting the city's cultural mix

Objective 2

An attractive, inclusive and safe environment including a new city centre park which is distinctive to Bradford

Objective 7

Easy access to and around the centre for all sections of the community, and a reduction in through traffic problems

Objective 8

A rich and diverse variety of plants, birds, animals and insects as part of new linear parks, open spaces and waterways to enhance the quality of life and experience of visitors and residents alike.

Background

The “public realm” is the city centre’s streets and public open spaces. In contrast, the “private realm” is the space within buildings, including shopping centres, and private open spaces.

The public realm has a multitude of public uses. Some of the public realm is designed in the form of squares, parks and gardens, but much of it is also public Highway. Although many activities and features within the Highway do not require planning permission, the Highway forms part of the urban fabric and the “urban form”. Consequently, its appearance and the way in which its constituent components are spatially arranged have a major impact on how the city centre looks and how it functions as a whole. How the public realm is developed and managed therefore has a fundamental bearing on the economic vitality and viability of the city centre.

In recent years, the City Council has carried out a number of improvements to streets in the city centre and this work is continuing, with particular emphasis on the “Market* NDF area as part of the “Connecting the City” project. Work on this area is needed to ensure that the traditional retail areas do not decline through neglect in the face of competition from the proposed new Broadway redevelopment. To assist this process, a “Streetscape Design Manual” has been prepared to ensure that all new work is designed and constructed to exacting standards of quality.

Public open spaces in the city centre are few and far between. In recent years, the creation of Centenary Square has improved the offer significantly, and the City Council has resolved to support its expansion to create the “Park at the Heart” as suggested in the Masterplan. The Masterplan also proposes that additional public open space be created in other parts of the city centre, particularly through the creation of a linear park along the

line of the Bradford Beck on Thornton Road and as part of the proposed Canalside Urban Village. The Masterplan also recognised that Bradford, unlike most other major cities, does not have a river or other major water feature to act as a catalyst for regeneration and, instead, proposed the creation of a new water feature adjacent to City Hall (the “Mirror Pool”). The City Council supports this concept in principle as part of the “Park at the Heart” project.

Key Issues

The key issues associated with this topic are:

- The Amount and Distribution of Public Open Spaces
- The Use and Appearance of Public Open Spaces
- The Use of Streets
- The Appearance of Streets

Issue 30 The Amount and Distribution of Public Open Space

Existing public open spaces are protected by policies in the RUDP both for their recreational value and for the contribution they make to the visual appearance of the city centre. The Masterplan considers that additional public open spaces should be provided along a corridor extending along Thornton Road, through the Tyrls / Centenary Square and along the Canal Road / Valley Road to create a linked network. The focal point would be a new “Park at the Heart”, based upon an enlarged Centenary Square. The issue is whether the Masterplan proposals should be taken forward as the Council’s preferred option or whether an alternative approach should be adopted.

The options could be as follows:

- a) **Maintain the status quo, i.e. safeguard existing public open spaces, but do not allocate any new ones**

- b) Develop the concept of a linked network / arc of public (and private) open space as proposed in the Masterplan**
- c) Based upon this arc, allocate more public open space than was proposed in the Masterplan, and less to buildings**
- d) Based upon this arc, allocate less public open space than was proposed in the Masterplan, and more to buildings**
- e) Allocate additional public open space out with the arc proposed in the Masterplan. This option could be developed in conjunction with any of the 3 Masterplan-based options.**

Issue 31 The Use and Appearance of Public Open Space

Public open spaces can be used in a variety of ways, such as recreational

areas, amenity areas or event spaces, including markets. They may be constructed of predominantly “hard” or “soft” landscaping, depending upon their use. The visual appearance of public open spaces is also important. Appearance affects the aesthetic character of the surrounding area, much of which is within Conservation Areas. Appearance influences how many visitors they attract and therefore how well they are used. Appearance also affects investment potential and business confidence and therefore has a direct effect upon the Council’s regeneration objectives. Appearance is affected by the type of materials used, such as natural versus manmade products, lighting, furniture, public artworks and water features. The Council wants to improve the quality and accessibility of open spaces in the city centre and attract more people to use them, but there are issues about how spaces should be used and what they should look like. The Council is particularly keen to gather public opinion on how the proposed “Park at the Heart” should be designed and used.

The options could be as follows:

- a) Maintain the appearance of existing public open spaces and their current uses**
- b) Maintain the appearance of some existing public open spaces and their current uses, yet change others**
- c) Create new formal and informal public recreational and civic spaces as proposed in the Masterplan**
- d) Develop a new City Centre park by extending Centenary Square over the Tyrls**
- e) Pursue a combination of the above options**
- f) Reduce the number of public open spaces**

Issue 32 Biodiversity in the City Centre

The quality of life and the experience of nature are vital for a successful

city centre, especially as the trend for city living is on the increase in Bradford. A rich and varied wildlife in the city centre will enhance the quality of life and experience of residents and visitors alike.

The Options could be as follows:

- a) **The City Centre Area Action Plan should aim to protect existing areas of biodiversity value in the city centre.**
- b) **The City Centre Area Action Plan should aim to protect and enhance areas of biodiversity value in the city centre and encourage the creation of new habitats rich in plant, bird, insect and animal life through new developments**
- c) **The City Centre Area Action Plan should not protect or enhance areas of biodiversity value in the city centre**

Issue 33 The Use of Streets

Streets, as opposed to public open spaces, are primarily “corridors for the movement of people”. They are part of the highway network, though some streets have been designated to be pedestrian-only at certain times of the day. The spatial relationship between pedestrians and vehicles and the amount of space predominated by each is a source of conflict. Many pedestrian movements are linear, i.e. they take place *along* a street, but others take place *across* a street, depending upon the use to which adjacent properties are put. The more shops, for example, there are on both sides of a street, the more cross-street movements there will be and therefore the potential for pedestrian-vehicular conflict. In principle, the Council wants to create conditions whereby more space or priority is dedicated to pedestrians in order to create a safer, more pleasant and inclusive pedestrian environment and to generate more customer footfall to assist businesses. However, it recognises that access by vehicles, particularly for servicing and bus penetration, is also important to

assist the local economy and therefore it is unrealistic to create pedestrian-only streets across the whole city centre. There needs to be a balance. As well as “movement corridors”, streets also offer potential for use as recreational spaces and as trading spaces, such as street markets and pavement cafés.

The options could be as follows:

- a) **Maintain all streets in their current use**
- b) **Dedicate a greater proportion of the street area to pedestrian uses and less to traffic**
- c) **Introduce more recreational features and uses into the street scene**
- d) **Introduce more non-recreational features and uses into the street scene**
- e) **Reduce the current amount of pedestrian space**

Issue 34 The Appearance of Streets

The issues here are similar to Issue 31, in that an attractive, high quality, clutter-free, inclusive environment will, it is believed, attract more visitors and investors. Good design should also deter crime and neglect, which would in turn attract even more visitors and investors. Investment in street works is a “virtuous circle” that will help to retain existing businesses in the traditional shopping area and link it to the proposed new development at Broadway. There are, however, issues about the geographical extent of the current public realm improvement programme, how much is invested in it and how it should be designed.

The options could be as follows:

- a) **Maintain the current public realm improvement programme**
- b) **Extend the extent of the current public realm improvement programme**

- c) **Place greater emphasis on improving the quality of public realm improvements**
- d) **Reduce the current public realm improvement programme either in extent, quality or both**





Part Four

Part Four considers how the regeneration of the city centre can be delivered

4.1 Delivery of the Plan

Background

The Masterplan and the NDFs put investment in the public realm and transport infrastructure as the priority to regenerate the city centre.

Traditionally, schemes of this nature have generally been funded by the Council or other public bodies. However, the sheer scale of the proposals means that large amounts of additional funding will need to be found if they are to be delivered.

The NDFs identify that contributions from developers will be key to funding the projects. On new development proposals the Council can seek 'Planning Obligations' whereby developers contribute towards improvements in the locality.

The key issue is how these Planning Obligations can be used effectively to regenerate the city centre.



Issue 35 The use of Developer Contributions (Planning Obligations)

The Council has recently published a draft Supplementary Planning Document on Planning Obligations. This sets out a long list of things which the Council may seek contributions from developers towards. These are:

- Affordable Housing.
- Education.
- Recreation Open Space & Playing Fields.
- Public Art.
- Public Realm Improvements.
- Transport infrastructure.
- Encouraging public transport use (e.g. MetroCards).
- Community Safety (e.g. street lighting and CCTV).
- Restoration of the Built Heritage.

This is a long list, and it may be necessary to set out clearly what the priorities are in terms of the regeneration of the city centre. This is to ensure that the money is used effectively towards regeneration, and also to provide clarity for developers.

The options could be as follows:

The current approach, whereby there are no overall priorities for planning obligations in the centre.

Identify the Public Realm and Transport Infrastructure as the priority for all developer contributions in the city centre, in order to deliver the NDF proposals.

Issue 36 The Role of Our Partners in Delivering the Vision

The Vision and Objectives for Bradford City Centre cannot be delivered by the Council alone. The Council will need to work in partnership with all the key partners in order to deliver the proposed growth of the city centre and stimulate further regeneration.

The following is a list of the main partners/organisations with a role in delivering proposed growth in the city centre and fulfilling the spatial vision.

Theme	Partners/Organisations
Regeneration	Bradford Centre Regeneration Yorkshire Forward
Education	Bradford University, Bradford College Local Education Authority
Health	Bradford & Airedale PCT
City Living	Commerce/Industry Landowners/Developers
Shopping and Leisure	Retailers/Leisure Operators Landowners/Developers
Movement	Metro Bus and Train Operators
Public Realm	Retailers/Leisure Operators Landowners/Developers Commerce/Industry Police Public
Built Form	Retailers/Leisure Operators Landowners/Developers Commerce/Industry
Business	Landowners/Developers Commerce/Industry

The Key Questions



Bradford Council welcomes your views, comments and your ideas regarding the Spatial Vision, Themes, Key Issues and Options as set out in this report.

To make comments you can either fill in the Comment Form on the back of the Summary Issues and Options document, or write a letter or e-mail.

The Summary Issues and Options document which is available from www.bradford.gov.uk/ldf

City Centre Boundary

1. Do you agree with the extent of the city centre to be covered by the Area Action Plan?

The Vision for Bradford City Centre

2. Do you agree with the Vision?
3. Do you agree with the objectives set out to deliver the vision?

Spatial Options

4. Which of the two options do you prefer?
5. Is there an alternative option?

City Living & Associated Community Provision

6. Should housing be encouraged within the city centre? If so, which areas of the city centre should accommodate new housing?
7. What type and size of housing (e.g. family housing, single flats, supported housing etc) should be encouraged in the city centre
8. Should affordable housing be provided in the city centre?
9. How should the plan make provision for a Primary School within the city centre?
10. How should the plan make provision for Healthcare

Facilities (GP surgeries, dentists, clinics) within the city centre?

Shopping and Leisure

11. Do you agree with the extent of the current Main Shopping Area?
12. Should other non retail uses be located within the Main Shopping Area?
13. How can the specialist small scale independent retail sector best be encouraged within the city centre?
13. Which areas of the city centre should accommodate leisure uses such as pubs, bars, cafes, restaurants, hotels, casinos?
15. How can we make most of our cultural attractions (e.g. The Alhambra, Media Museum etc)?

Business

16. What type of employment opportunities should be encouraged within the city centre?

17. Which areas of the city centre should accommodate new office development?

18. Should industrial premises on the edge of the city centre be redeveloped for housing and commercial uses?

Higher and Further Education

19. Should the university and college campus be safeguarded from non university/college related development?

20. How can the university and college campus be better integrated with the city centre?

Movement

21. How can city centre pedestrian routes be enhanced?

22. How can provision for cycles and cyclists in the city centre be enhanced?

23. How should we support public transport connectivity to the city centre and within the city centre?

24. How should we manage the use of the private car to and around the city centre?

25. How can the city centre be made easily accessible for all?

Built Form

26. How can Bradford's heritage of historic buildings and urban form be preserved and enhanced?

27. How can all new developments in the city centre be designed sustainably?

28. How can all major new developments within the city

centre be encouraged to maximise use of onsite renewable energy?

sector, the police etc) in delivering the vision?

The Public Realm

29. How can existing city centre public open spaces be improved?
30. Where in the city centre should new public squares and green spaces be created?
31. What is the role and function of civic open spaces in the city centre?

Delivery

32. What should developer financial contributions in the city centre be used for?
33. What is the role of our partners (transport sector, retail/leisure sector, commerce/industry, landowners, developers, education sector, health

Produced by the
City of Bradford Metropolitan
District Council

Local Development
Framework Group

August 2007

City of Bradford MDC

www.bradford.gov.uk

