



THE BOWL

NEIGHBOURHOOD DEVELOPMENT FRAMEWORK
DRAFT FOR PUBLIC COMMENT



The Bowl in 2006



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National Museum of Photography, Film & Television



FOREWORD

The production of the Bowl Neighbourhood Development Framework has been led by SMC Alsop with a team comprising: Martin Stockley Associates (Infrastructure & Transportation), Genecon (Economics), Locum (Destination Development), GVA Grimley (Planning & Property), IDC (Development Overview) and Davis Langdon (Cost Consultants). We present it to Bradford Centre Regeneration and the City of Bradford Metropolitan District Council to issue for public comment prior to it being finalised.

The document outlines our recommendations for intervention in the Bowl Neighbourhood, based on the original SMC Alsop city centre Masterplan proposals and our own information gathering and analysis.

The Bowl Neighbourhood represents the central element in the renaissance of Bradford city centre. It will serve as Bradford's showcase, the foyer to both the new and old city and the gathering place for Bradfordians to celebrate their new landscape.



City Hall illuminated



EXECUTIVE SUMMARY

Bradford Centre Regeneration Masterplan

The Bradford Centre Regeneration Masterplan laid out a dramatic and challenging new vision for the future of Bradford city centre, which has raised the interest and excitement of Bradfordians, landowners and visitors alike. The Masterplan – building upon Bradford's location close to the M62 corridor and its rail links – presents a future for Bradford as an increasingly desirable place in which to live, work and visit.

The Masterplan vision has already had a catalytic regeneration impact, creating considerable commercial interest in the city centre from prospective developers and investors. The growing property market now needs to be nurtured and harnessed to deliver the sustainable, high-quality regeneration of Bradford city centre, based on a well-integrated plan for the city centre as a whole.

Neighbourhood Development Frameworks

The delivery of the Masterplan requires the concerted efforts of a wide range of partners and stakeholders fully committed to an agreed programme of action. The City Centre Design Guide represents a key step in the process. The preparation of four Neighbourhood Development Frameworks (NDFs) will complement the Design Guide and provide more detailed plans to guide the implementation of the Masterplan.

The Bowl Neighbourhood is the pivotal point of the Masterplan and is the focus of all four NDFs. With City Hall as its centrepiece, it is the place where the city of the past and present, in the form of Bradford's most cherished heritage buildings, meets the city of the future.

The three other Neighbourhood Development Frameworks relate to:

- **The Channel:** extending north from the Bowl, this area connects the city centre with the reinstated arm of the Leeds & Liverpool Canal, set within a new park bounded by housing and live-work accommodation
- **The Market:** the city's reinvigorated retail heart with a renewed market facility, with speciality retailing and housing overlooking the Channel and a network of new public spaces including a new setting for the Mosque
- **The Valley:** to the west of the centre, opened up as a linear park along Bradford Beck forming a setting for the University and College and including the Goitside Urban Village.



Alhambra Theatre



The overall strategy for regeneration of the Bowl Neighbourhood is to create a new pedestrian-priority inner city core with a new city park at its centre, creating a more appropriate and noble setting for City Hall. The Bowl will increasingly serve as Bradford's new central business district and include a new legal quarter and rejuvenated transport interchange.

Four themes will guide and shape any interventions in the Bowl:

- **Improving Access and Movement:** vehicular traffic currently dominates in many parts of the Bowl. In the future it is crucial that pedestrians can move more freely around the Bowl whilst maintaining an efficient flow of buses and cars in and out of the city centre.
- **Raising the Quality of the Environment:** far too many parts of the Bowl offer an uninviting and poor quality environment. Fundamental change in the nature of the public realm, public spaces and streetscape is required if the Bowl is to achieve its full potential.
- **Encouraging New Development:** the Bowl already houses a significant volume of public sector and professional service sector employment. It offers probably the greatest opportunity of all four Neighbourhoods to rebuild a new city centre. Major new developments must be well designed and make a positive architectural statement and, in so doing, enhance the identity of what should become Bradford's central business district and civic heart.
- **Enhancing Activity:** a wide range of cultural facilities are located within the Bowl including the Alhambra Theatre, St George's Hall, the National Museum of Photography, Film and Television and the Central Library. These facilities attract over 1.2 million visitors a year and represent some of the city centre's most prized assets. Increasing usage of these facilities will be one of the principal mechanisms in ensuring Bradford becomes a visitor destination of choice, for Bradfordians, for the region and beyond.

In developing the Bowl Neighbourhood Development Framework, a programme of 16 recommended interventions has been identified. Four of these recommendations are highlighted as priority interventions. The four priority interventions, which have evolved from the four 'strategic area projects' originally identified in the overarching Masterplan, are:

- **Mirror Pool City Park** – a substantial new city park based on a shallow reflective pool, the more naturalistic Bradford Beck brought back to the surface after more than a hundred years in hiding and a range of new public spaces. The city park will serve as the new fulcrum for Bradford – hosting a range of events and acting as the natural meeting place within the city.
- **The Business Forest** – a new central business district for Bradford. The Business Forest Office Park will consist of high quality, free-standing office buildings with large, flexible office space set in a natural landscape, all with views overlooking the new city park. Active ground-level frontages in the form of bars and restaurants will also be a key feature of the Business Forest.
- **The Interchange** – a striking arrival experience with a direct visual link from the station to City Hall and other key features of the Bowl. The scheme will combine new commercial development opportunities with a radically improved public transport hub for the city centre.
- **Exchange Square** – a new formal square for the city centre. The scheme will house the proposed Exchange Court development and deliver a new high-quality, vibrant public space surrounded by a variety of mixed uses. Exchange Square will set a benchmark for the nature and quality of public realm in Bradford.

Each of the above recommended priority interventions have been tested in terms of their strategic value, their impact, cost and regeneration potential. The remaining interventions are also of strategic importance, and need to be delivered in parallel with the priority interventions in partnership with key public sector stakeholders and the private sector.



THE CHANNEL

THE MARKET

THE VALLEY

THE BOWL





1.0 INTRODUCTION

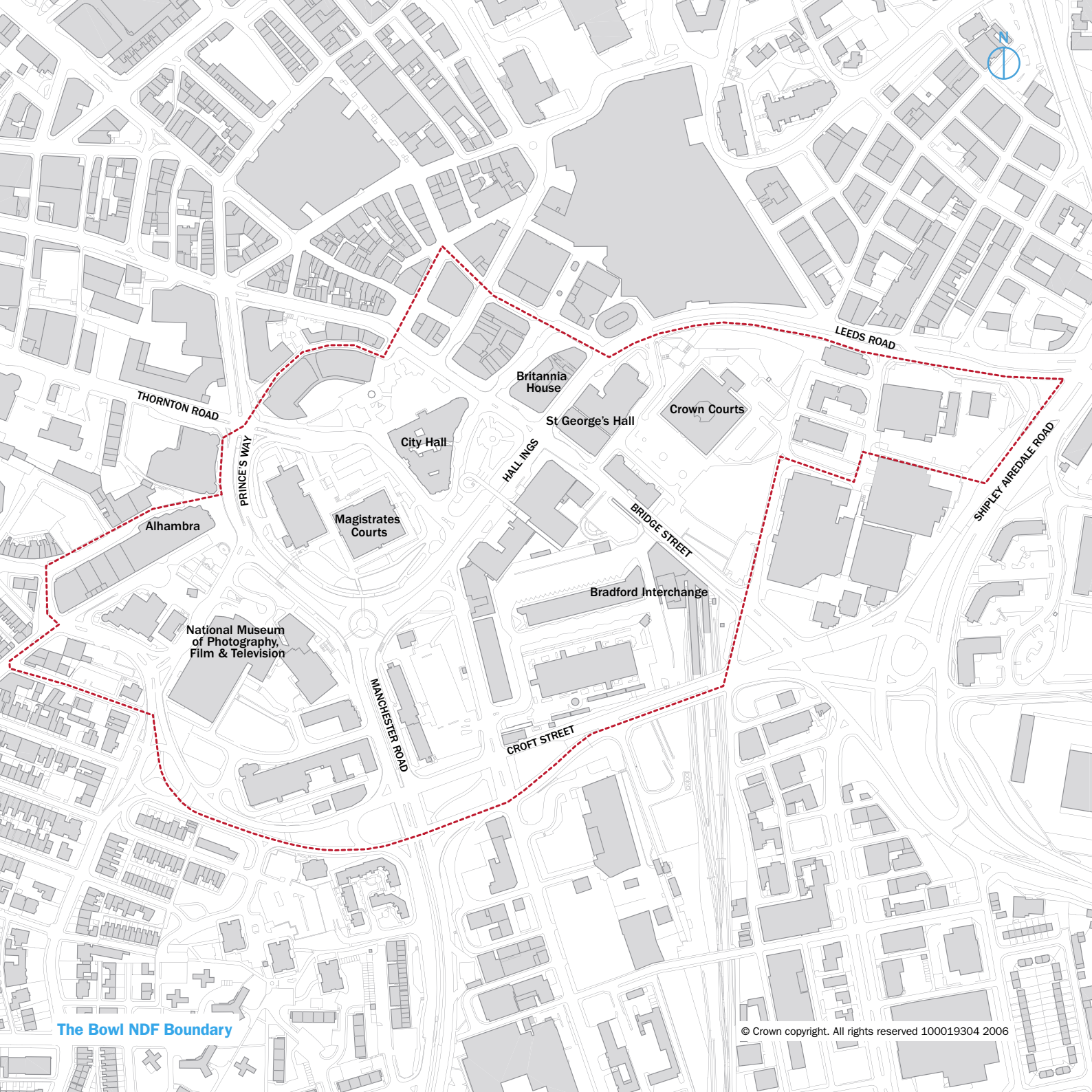
Bradford's prosperity and expansion were founded on cloth making, which reached its pinnacle in the late 19th century. Its legacy can best be seen in the numerous listed buildings that occupy the city centre and give it its distinctive character. Inevitably the subsequent decline of the textile industry led to change and the city of Bradford has had to respond by diversifying from manufacturing and seeking a new role within the wider sub-regional economy.

Led by Bradford Centre Regeneration, the process of regenerating the city centre is now well underway. One of the first tasks of Bradford Centre Regeneration was to commission SMC Alsop to produce a Masterplan for Bradford City Centre, which was completed at the end of 2003. The Bradford Centre Regeneration Masterplan proposed a radical new vision for the redevelopment of the city centre.

The central aim of the Masterplan was to act as a catalyst to stimulate the renaissance of Bradford city centre by:

- **Revealing Bradford;** discovering the hidden assets of the city
- **Repositioning Bradford;** setting out a distinctive role within the region
- **Reshaping Bradford;** setting out a coherent physical Masterplan for the city centre
- **Rebuilding Bradford;** delivering the Masterplan over time

One compelling theme throughout was that Bradford is 'hidden': this could be applied, for example, to its location, to its topography, to its legacy of historic buildings, to its diverse communities and, most literally, to its buried watercourses. An appraisal of the SMC Alsop Masterplan is provided in the next section.



THORNTON ROAD

PRINCE'S WAY

Alhambra

National Museum of Photography, Film & Television

Magistrates Courts

City Hall

HALL INGS

CROFT STREET

MANCHESTER ROAD

Britannia House

St George's Hall

Crown Courts

BRIDGE STREET

Bradford Interchange

LEEDS ROAD

SHIPLEY AIREDALE ROAD

The Bowl NDF Boundary

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1.1 BOWL NEIGHBOURHOOD DEVELOPMENT FRAMEWORK

The Bowl NDF covers an area bounded by the new Broadway shopping development to the north-east, Croft Street to the south, the Alhambra to the west and Leeds Road to the east. It also includes a partly vacant urban block immediately southeast of the National Museum of Photography, Film & Television (NMPFT).

The Bowl lies at the natural, if hidden, confluence point of the Bradford Beck and other water courses physically linking City Hall, as the civic centre of the city, with its surrounding neighbourhood communities. The act of opening up Bradford's watercourses again, literally bringing them back to the surface at the centre of Bradford, symbolises a wider opening up and regeneration of Bradford as a whole by creating a new connected city centre.

The area includes many of the buildings emanating from the redevelopment of the city centre in the 1960s and 1970s. At the centre of the Bowl NDF sits the Victorian City Hall, with the Police Headquarters and the Magistrates Courts adjacent. South of Prince's Way is NMPFT and the Central Library, with Jacob's Well council offices and the Interchange immediately to the east, separated by Manchester Road. Further east of Bridge Street, the Bowl breaks down into two further parts: a partly vacant area centred on Exchange Square and an area dominated by the Yorkshire Water Depot.

The goal of the Bowl Neighbourhood Development Framework (NDF) is to build upon the vision of the Masterplan, evolving it as and where necessary in response to changing circumstances and to identify a portfolio of defined, tested and prioritised projects together with a recommended strategy for delivering them. The NDF will be used to:

- Secure the commitment and investment of landowners
- Catalyse new development activity
- Maximise current funding opportunities
- Identify all key constraints including infrastructure and servicing

- Provide a detailed approach to key projects in the core area of the neighbourhood that can be subsequently incorporated into the statutory planning policy framework
- Confirm market demand for the key projects identified and other potential development opportunities
- Provide a detailed implementation plan for the next 10 years

The Bowl NDF will be a guide for a range of key stakeholders that will be involved in the future planning, development and operation of the city centre to realise the Masterplan vision including:

- Bradford Council as the local planning authority to inform the Area Action Plan for the city centre
- Bradford Centre Regeneration, the strategic facilitator of regeneration in the city centre
- Developers and their consultants working in Bradford
- Businesses in the Bowl Neighbourhood
- Public agencies and community groups involved with people working, visiting and living in the city centre
- Transport operators

Discussions have taken place with a range of partners including: landowners, developers and Council officers, all informing the evolution of the Bowl NDF. The consultations have provided both a wider understanding of the regeneration issues and assisted in shaping the final recommendations.



Alhambra Theatre



1.2 STRUCTURE OF THE DOCUMENT

Section 2 reviews the Bradford Centre Regeneration Masterplan and summarises the vision and aspirations for the Bowl Neighbourhood as set out in 2003.

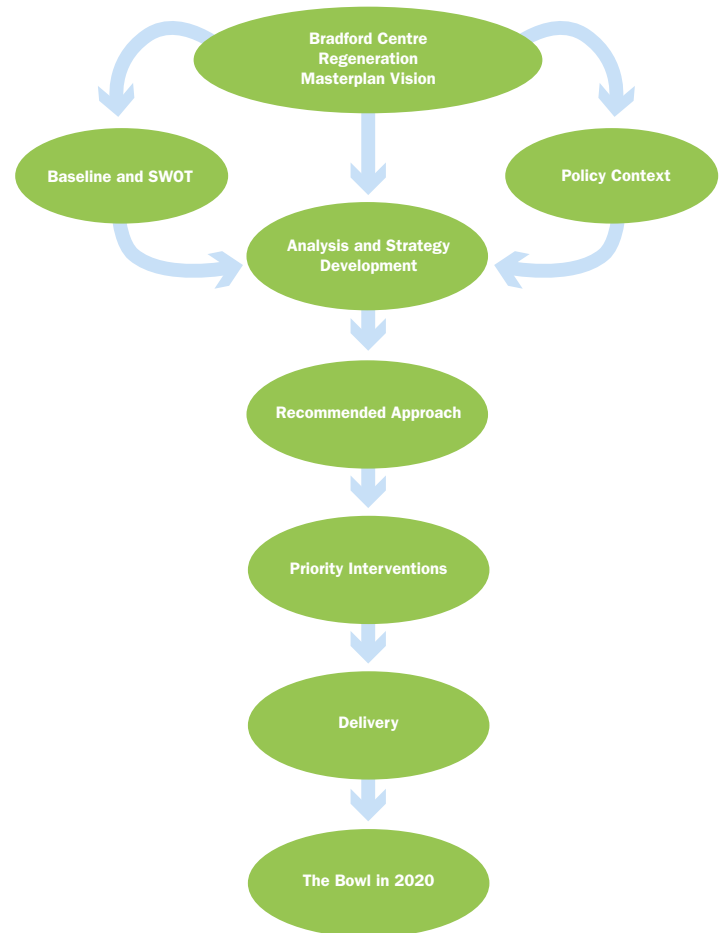
Section 3 reviews the wider policy context within which the Bowl NDF has been developed and other associated programmes and strategies

Section 4 provides a baseline analysis of the Bowl Neighbourhood, focussing on access and movement, character and townscape, the economy and property market. Section 4 also includes a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis arising out of the baseline assessment.

Section 5 explores the overall strategy and potential themes that would stimulate development in the Bowl Neighbourhood.

Section 6 sets out a range of recommended interventions together with an implementation strategy to deliver general improvements to the Bowl Neighbourhood.

Section 7 sets out the four priority interventions necessary to 'kick-start' the delivery of the Masterplan vision with a recommended programme of actions. Section 8 sets out a strategy for delivery and Section 9 presents the vision for the Bowl Neighbourhood in 2020.





Key

- 01 The Bowl
- 02 The Channel
- 03 The Market
- 04 The Valley



2.0 BRADFORD CENTRE REGENERATION MASTERPLAN

The Masterplan was launched in 2003 and set Bradford out as a polycentric district of 64sqkm with a wide range of contrasting attractions. Comprising four 'Neighbourhoods', the city centre lies at the heart of this. For each respective Neighbourhood, strategic projects were identified that would assist in delivering the Masterplan vision.

The four Neighbourhoods identified in the Masterplan are:

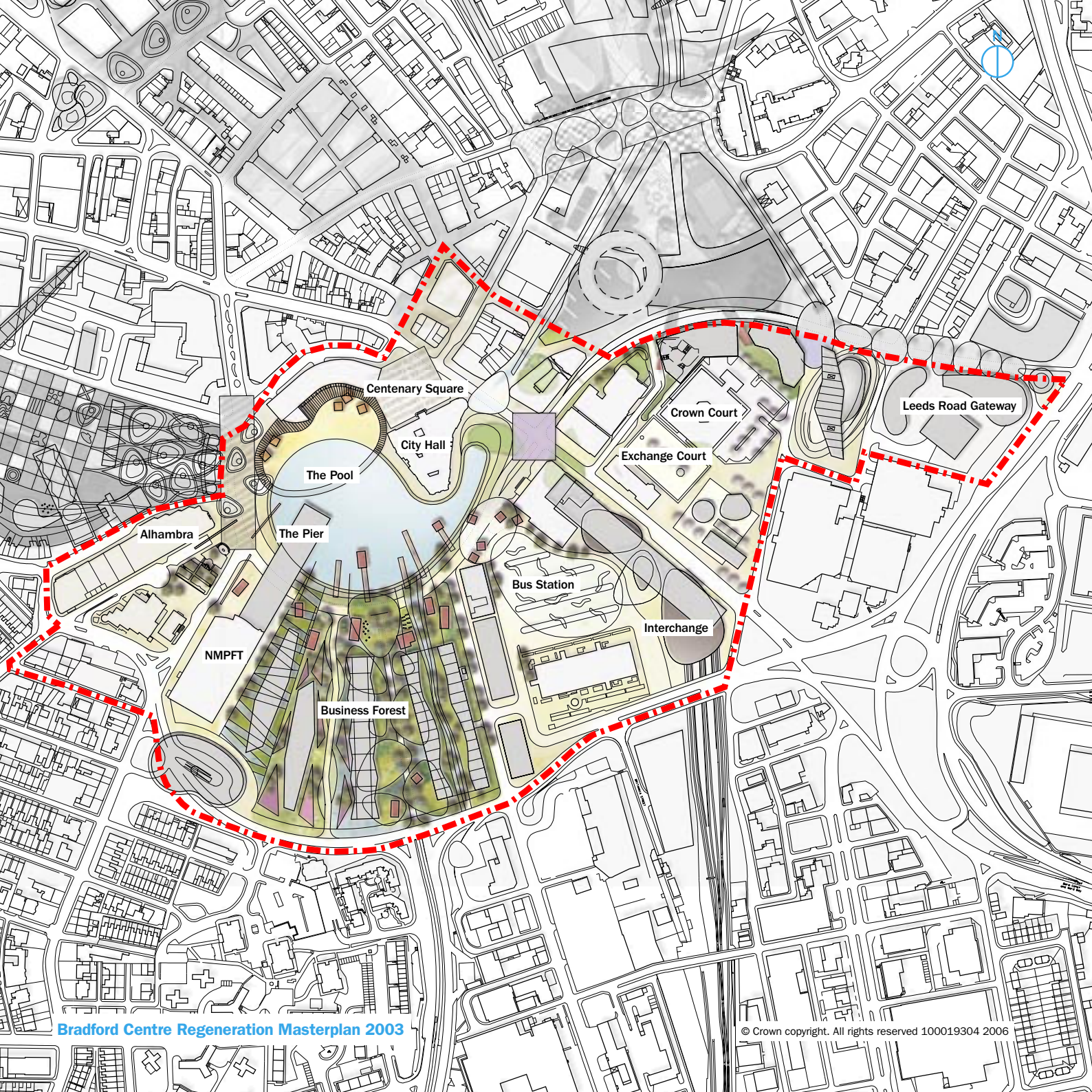
- **The Bowl:** defined in particular by a city park incorporating a significant pool of water, centred around City Hall, reflecting its natural setting within the city's topography and providing the focus for a new central business district
- **The Channel:** extending north from the Bowl, this area connects the city centre with the reinstated arm of the Leeds & Liverpool Canal, set within a new park bounded by housing and live-work accommodation
- **The Market:** the city's reinvigorated retail heart with a renewed market facility, with speciality retailing and housing overlooking the Channel and a network of new public spaces including a new setting for the Mosque
- **The Valley:** to the west of the centre, opened up as a linear park along Bradford Beck, forming a setting for the University and College and including the Goitside Urban Village.

2.1 VISION FOR THE BOWL NEIGHBOURHOOD

The vision for the Bowl Neighbourhood, as set out in the Bradford Centre Regeneration Masterplan, is to create a new city park, occupying what is topographically a natural bowl at the very centre of the city. The aspiration was to create a truly noble setting for the iconic City Hall as a foyer to the new and old city alike – a foyer 'that will generate participation and spectating, meeting and relaxing, the gathering place for Bradfordians to celebrate their new landscape'.

The Masterplan's particular aspirations for the Bowl are summarised as:

- Acting as the pivotal point of the Masterplan
- A space for everyone
- A place for celebration





The Masterplan provided a high-level strategic plan for the Bowl Neighbourhood, built around four strategic area projects or interventions:

- **The Pool:** described in the Masterplan as ‘part fountain, part splash pool, a boardwalk for the summer and an ice rink in the winter creating a setting for new restaurant development and kiosks to promote upcoming events and activities’
- **The Pier:** The Masterplan described the Pier as ‘a new structure projecting over the water accommodating a series of screens for creative digital works and performances, a library for the 21st century and a natural extension of the National Museum of Photography, Film & Television’
- **The Business Forest:** Located adjacent to the Pier, the Business Forest was described as an area comprising ‘small business incubator units, workspaces and larger office buildings in a soft landscaped area with views across the water to City Hall – creating a flexible business park setting in the heart of the City’
- **The Interchange:** Described in the Masterplan as ‘Bradford’s mobility hub – the Interchange could be an extraordinary arrival experience with a direct visual link from the station to the Bowl and City Hall’.

The process of translating this vision into a series of deliverable projects is the key purpose of the Bowl NDF taking account of any changed circumstances, local opinion, physical site constraints, the practical limitations of land ownership and the realities of market demand. A number of firm development opportunities have emerged which will also help to trigger the regeneration of the Bowl Neighbourhood and the context for development has also changed:

- In 2003, much concern was expressed locally about the management and maintenance of a large expanse of water at the heart of the city centre. The NDF has taken this concern carefully into account.
- Also in 2003, at the time of the Masterplan, demand for development was weak and land correspondingly cheap, whereas now, as a result of increased developer interest, there are increasing pressures and opportunities for higher development densities

- There is now increasing interest and opportunities for more and varied city centre living in Bradford than was evident in 2003
- The opportunity to reduce traffic levels in the Bowl, notably on Prince’s Way and Manchester Road, is not possible throughout the life of the Bowl NDF following detailed studies by Bradford Council. This has required the review of some of the Masterplan proposals.

2.2 REALISING THE MASTERPLAN PROPOSALS

Bradford Centre Regeneration and Bradford Council have been working closely together to achieve the vision set out in the Masterplan: commissioning the City Centre Design Guide, the Arup Water Study and the four Neighbourhood Development Frameworks. These documents will both frame and underpin the delivery of the Masterplan by landowners, developers, Bradford Centre Regeneration, Bradford Council and a range of other partners.

More details on the evolving policy context for the implementation of the Masterplan are provided in Section 3.



Bowl NDF Policy Architecture



3.0 POLICY CONTEXT

The review of Government strategies and planning policy has been an essential part of developing the Bowl NDF. Any social, environmental and commercial improvements to Bradford City Centre must clearly align with national, regional and local planning policies and strategies.

The Bowl NDF has been developed with a view to informing the City Centre Area Action Plan (AAP), to be prepared through the new Local Development Framework process. The AAP, once adopted, will have statutory development plan status and provide the spatial and regulatory framework for the implementation of the Bowl NDF (as well as the three other Neighbourhood Development Frameworks for the city centre).

A broad 'chain of conformity' has been established to ensure the Bowl NDF has proper regard to and is consistent with both statutory and non-statutory documents. The diagram on page 20 shows how this policy architecture is integrated.

3.1 NATIONAL POLICY AND OBJECTIVES

National Strategies and Government Initiatives

There are a range of national strategies and initiatives, developed by the Government, to ensure the United Kingdom can work towards achieving sustainable development. Sustainable development is defined as achieving a better quality of life for everyone, now and for generations to come.

The principal overarching national strategies and Government initiatives can be identified as:

- **Securing the Future:** Delivering UK Sustainable Development Strategy. This is the Government's national strategy for sustainable development up to 2020. The goal of sustainable development is to enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life, without compromising the quality of life for future generations.
- **Our Towns and Cities:** The Future – Delivering an Urban Renaissance. This is the Urban White Paper (2000) which sets out the Government's vision for towns, cities and suburbs that offer a high quality of life and opportunity for all. It is a vision of an urban renaissance that will benefit everyone, making towns and cities vibrant and successful places where people will choose to live, and helping protect the countryside from development pressure.
- **Sustainable Communities:** Building for the Future. The Communities Plan (February 2003) sets out the Government's long-term programme of action for delivering sustainable communities in both urban and rural areas. It aims to provide decent homes and a good quality local environment in all regions to raise the quality of life in our communities.
- **A New Commitment to Neighbourhood Renewal:** National Strategy Action Plan. The National Strategy (January 2001) sets out the Government's vision for narrowing the gap between deprived neighbourhoods and the rest of the country so that, within 10 to 20 years, no-one should be seriously disadvantaged by where they live. This strategy is expected to result in lower worklessness, less crime, better health, better skills and better housing and physical environment in all the poorest neighbourhoods, with the gap on these measures between the most deprived neighbourhoods and the rest of the country narrowed.
- **Planning Policy Guidance:** The national planning and policy context is predominantly set out in Planning Policy Guidance Notes (PPGs), which are currently being updated and re-issued as Planning Policy Statements (PPSs). Other publications such as Circulars, Ministerial Statements and White Papers also contain a series of key objectives and themes which set out the national policy agenda for planning.



ST. GEORGE'S HALL

St. George's Hall



The principal PPGs and PPSs of relevance to the creation of the Bowl Neighbourhood are:

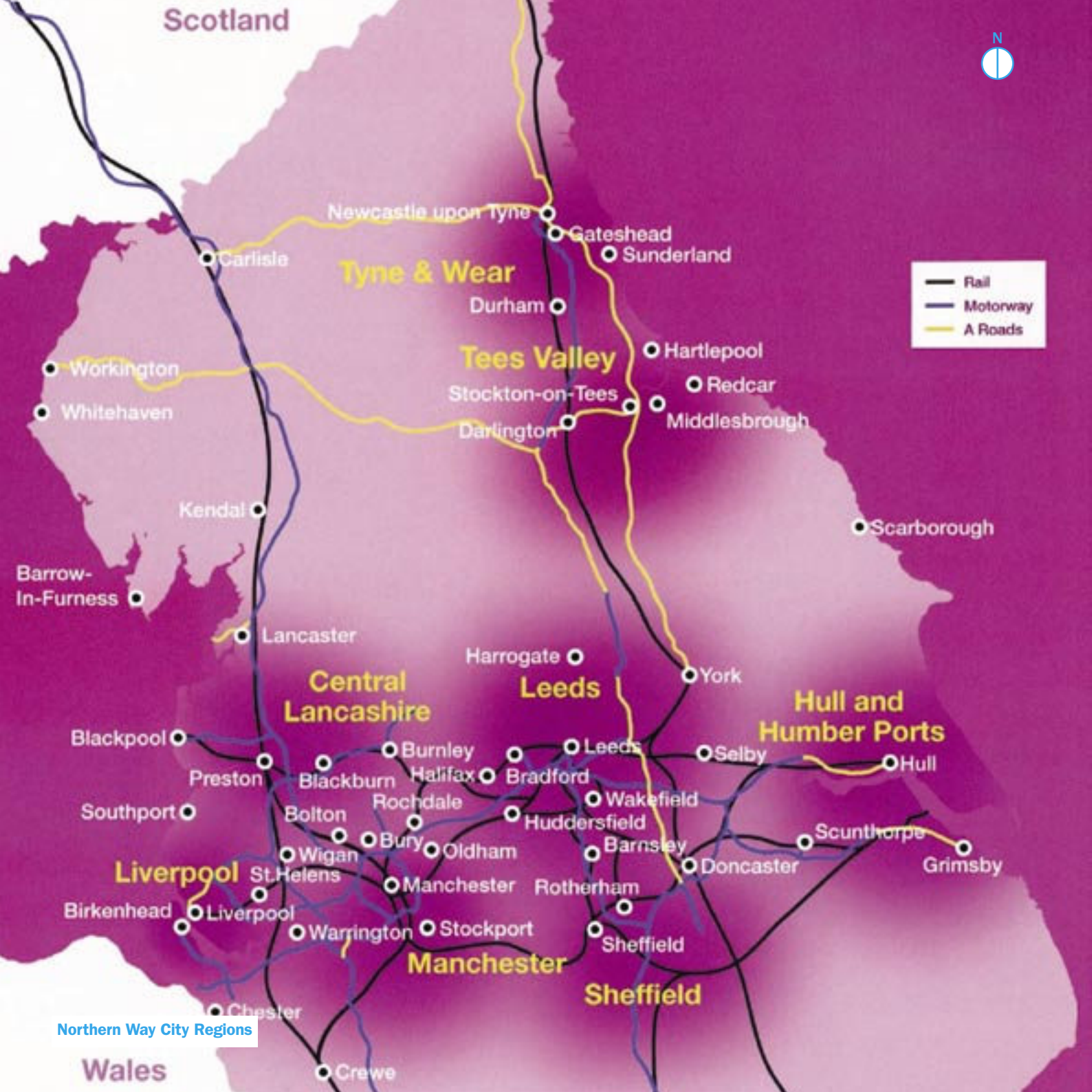
- PPS1 which highlights the need for local authorities to integrate and promote the key themes of sustainable development, economic development, social inclusion, environmental protection and the prudent use of resources. PPS1 promotes the plan-led system, places an emphasis on community involvement and promotes planning that is transparent, accessible and accountable.
- PPG3 which places an emphasis on the development of new housing on previously developed land to reduce the need to develop greenfield sites, and places greater emphasis on centrally located urban sites, such as the city centre, where there is the opportunity to reduce reliance on the private car.
- PPG4 which encourages continued economic development in a way that is compatible with environmental objectives. In the context of the Bowl NDF, the juxtaposition of commercial land uses with residential allocations need not be incompatible provided that adequate protection has been given to safeguarding residential amenity from increased traffic, noise or pollution.
- PPS6 – the key objective of which is to promote the vitality and viability of town centres through promoting, enhancing and encouraging a wide range of services that are accessible to all. It sets out the criteria under which sites may be selected for retail development and to other town centre uses.
- PPG13 which places an emphasis on the requirement to reduce the need to travel and the reliance on the private car by promoting movement by more sustainable modes of transport including walking, cycling and public transport. New development should be located in main urban areas with good accessibility to jobs, shops and services by a choice of means of transport.
- PPG15 which provides for the identification and protection of historic buildings, conservation areas and other elements of the historic environment. Guidance on listed building control, conservation areas, transport and traffic management is also provided.

- PPG24 which guides Local Planning Authorities on the use of their planning powers to minimise the adverse impact of noise outlining the considerations that need to be taken into account when determining application both for noise sensitive development and for those activities that generate noise.
- PPG25 which sets out the susceptibility of land to flooding as a material consideration which is relevant to assessing development proposals in the low lying location of the Bowl neighbourhood.

There are four main themes contained within national planning policy guidance, which would be relevant to the creation of the Bowl Neighbourhood. These are:

- The necessity to achieve sustainable development and high quality design
- The necessity to revitalise town and city centres
- The necessity to achieve an evolving economy
- The necessity to achieve a suitable relationship between commercial development and city centre living

The key objective for city centres is to carefully plan for their growth by focusing development in such centres. Planning policy seeks to achieve sustainable patterns of development by promoting land uses that improve the quality of life; by ensuring high quality development through inclusive design and supporting communities; by creating safe and liveable mixed use places with good access to employment and services; by maximising the re-use of previously developed land and buildings and by encouraging a wide range of services in a good environment that assist in minimising the need to travel. Residential development within city centres can help to diversify activity and sustain a variety of services after normal working hours.



Northern Way City Regions



3.2 REGIONAL AND INTER REGIONAL POLICY AND OBJECTIVES

Moving Forward: The Northern Way

The 'Northern Way' is an initiative through which the regions of Yorkshire and the Humber, the North East and the North West are working together with the Government to bridge the productivity gap between the North and the rest of the UK over a 20 year period. 'Moving Forward' (September 2004) sets out the growth strategy for the North. The long-term vision for the North is to establish the North as an area of exceptional opportunity combining a world class economy with a superb quality of life. This is to be delivered through the achievement of ten investment priorities and through concentrating effort on eight city regions that will drive economic growth in the north (see plan on page 24). An initial Development Plan for the Leeds City Region was submitted to Government in May 2005 to show how investment would improve economic performance. Bradford city centre is an important asset for this plan.

Regional Sustainability Development Framework (RSDF)

The Regional Sustainability Development Framework (2003) seeks to ensure that sustainable development is an integral part of policy and decision-making at regional, sub-regional and local level. The RSDF includes the following four cross-cutting themes that underpin the delivery of the region's vision:

- Social inclusion and equity across all sectors
- A partnership and participative approach
- Geographic adaptation to meet the needs of rural and urban communities
- Creativity, innovation and appropriate use of technology

These themes are to be achieved through the achievement of 15 sustainable development aims.

Advancing Together

'Advancing Together' (February 2004) establishes a shared vision for Yorkshire and the Humber, which provides a strategic framework for integrating key regional strategies. The vision is to achieve a world class and international region where the economic, environmental and social well being of all of the region and its people advances rapidly and sustainably.

The over-arching regional strategy sets out six objectives to deliver the vision. These objectives are to create an advanced economy, to develop excellent infrastructure, the creation of high quality environments, to increase the number of educated and skilled people, to provide people with the opportunity of experiencing a first class quality of life and to promote good governance and civic participation.

Regional Spatial Strategy


The Regional Spatial Strategy (December 2004) sets out the broad spatial strategy for the region up to 2016. It also includes the Regional Transport Strategy. The RSS fully embraces the principles of sustainable development, on which its four key objectives are based:

- Maintenance of high and stable levels of economic growth and employment
- Social progress, which recognises the needs of everyone
- Effective protection of the environment
- Prudent use of natural resources

The RSS sets out four strategic themes, on which its strategic and topic policies are based. These are as follows:


- Economic regeneration and growth
- Promoting social inclusion
- Urban and rural renaissance
- Conserving and enhancing natural resources

DEVELOPMENT PATTERNS






 Area of Regeneration Opportunity

Regeneration/Investment Opportunities of Sub Area Significance:





- A** Airedale
- B** Bradford/Leeds
- C** Coalfields
- D** Aire Valley south/east of Leeds
- E** South Dewsbury

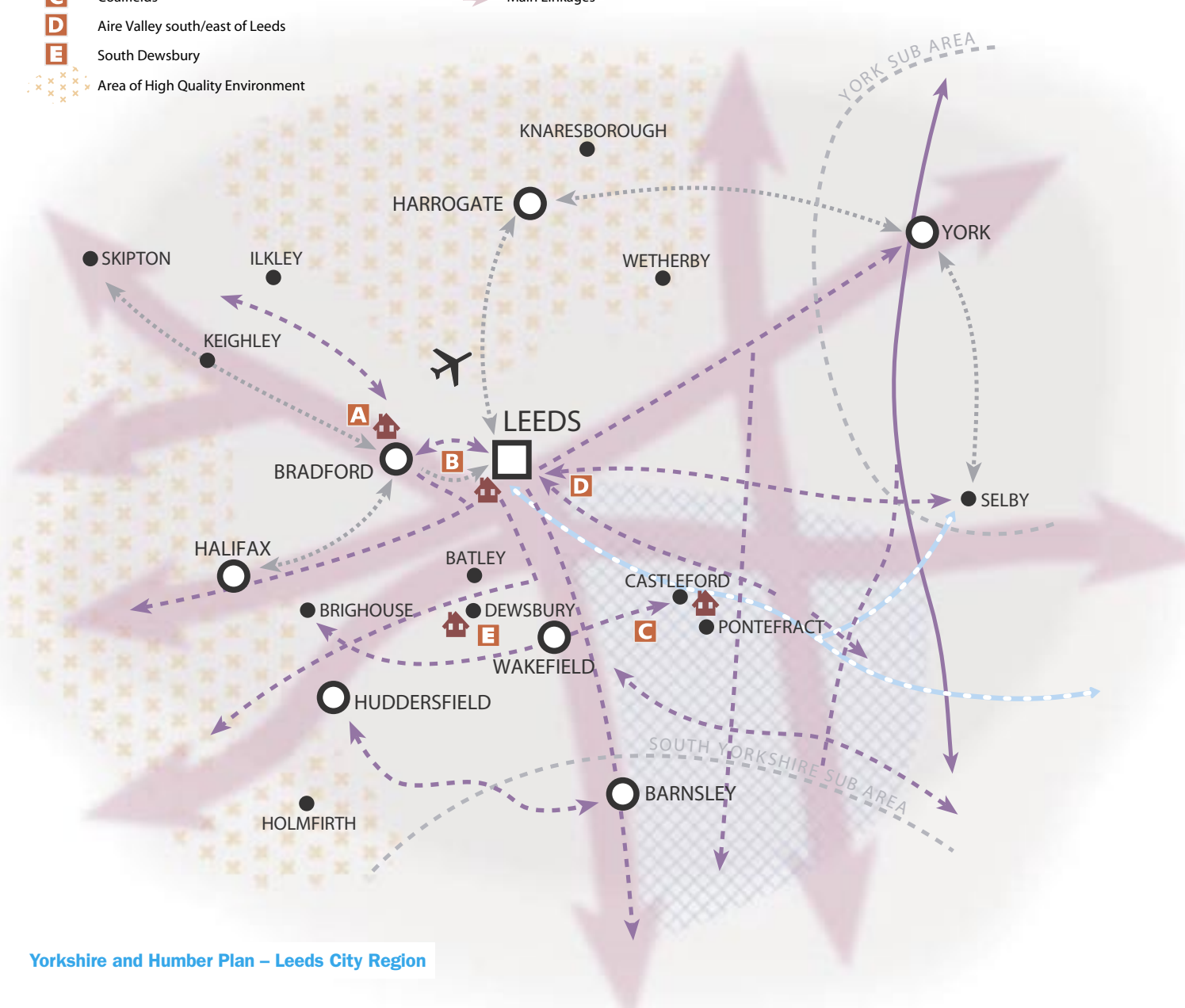
 Area of High Quality Environment

SETTLEMENTS

-  Regional Centre
-  Sub Regional Centre
-  Principal Service Centre
-  Emerging Housing Market Renewal Strategy Main Area
-  Main Linkages

TRANSPORT

-  East Coast Mainline Railway
-  Local Connection Priorities
-  Other Strategic Rail Links
-  Inland Navigation





The RSS is under comprehensive review and has been issued as a draft for public consultation – The Yorkshire and Humber Plan. The Plan aims to unlock the region’s potential and improve quality of life through facilitating economic and environmental change in former industrial areas, spreading the benefits of the Leeds economy, building on the trade opportunities of the Humber ports, supporting rural service centres and facilitating rural, economic and social development. Bradford is one of a number of districts that make up the Leeds City Region sub-area in the new Plan and is especially important together with Leeds to the economic growth of the city region. The Yorkshire and Humber Plan is expected to be issued in late 2007.

Regional Economic Strategy (RES)

The first 10-year Regional Economic Strategy for Yorkshire and the Humber was approved by the Government in 2000, and reviewed in 2003. The Government requires the RES to be reviewed at three year intervals. A new draft RES was submitted to government in Autumn 2005.

The new RES (2006–15) provides a framework of common priorities around which businesses, public agencies, voluntary groups and communities can focus their investment and effort. The RES’s emphasis on jobs, skills, wealth creation and business success is embedded in the wider aims of sustainable development.

To achieve the vision, the RES has identified the following six objectives:

- **More Businesses That Last** – because higher levels of enterprise are so important to the region
- **Competitive Businesses** – making indigenous businesses more productive because they innovate and invest
- **Skilled People Benefiting Business** – with talents that employers value and which offer due reward
- **Connecting People to Good Jobs** – because levels of employment make a big difference to people and the economy
- **Transport, Infrastructure and Environment** – a strong economy needs good sustainable transport connections and to make the best of the environment and infrastructure

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

Regional Housing Strategy (RHS)

The Yorkshire and The Humber Regional Housing Strategy 2005–2021 sets out the framework for integrating the region’s housing aims with regional planning and economic strategies. The RHS’ overall vision is to ensure delivery of a range of high quality housing and services in successful neighbourhoods, contributing to superb quality of life for current and future residents.

The RHS sets priorities and targets around three strategic themes:

- Creating better places
- Delivering better homes, choice and opportunity
- Fair access

These themes have guided the development of the Regional Spatial Strategy.



City Centre signposting

Bradford - the Great
Yorkshire City



3.3 LOCAL POLICY AND OBJECTIVES

2020 Vision – One Landscape Many Views

The Bradford 2020 Vision launched in March 2000 sets out a twenty year vision for the District. It identified the key to the future prosperity of the District as being economic regeneration combined with real progress on issues such as education, health, housing, crime, culture, citizenship and environment.

The Bradford District Community Strategy 2002–2007 describes the journey towards achieving the 2020 Vision. It outlines seven key priorities:

- An economically prosperous district
- A district of excellence in learning
- Safer communities
- Health is everybody's business
- A good district to live in
- A capital of culture
- Strong communities and a better district for all

Redevelopment and regeneration in and around the city centre plays an important role in contributing to the Community Strategy objectives and towards the 2020 Vision.

Development Plan

Planning applications should be determined in accordance with the Development Plan unless material considerations indicate otherwise. The statutory Development Plan for the Bradford District comprises the Regional Spatial Strategy for Yorkshire and the Humber and the Adopted Replacement Unitary Development Plan (RUDP) for the Bradford District (October 2005).

New national planning guidance and policies require the Local Development Framework (LDF) to replace the RUDP. A key part of the LDF for the city centre will be the Bradford City Centre Area Action Plan (AAP).

Presently, the RUDP sets an overall direction for land use in the District and responds to the Bradford 2020 Vision. The aim of the plan is to promote a more sustainable district. This is to be achieved through a series of objectives. The general thrust of these objectives is to promote more sustainable patterns of development by focusing development in urban areas and by promoting good design. Specifically, the RUDP encourages high-density residential development within the city centre to assist in maintaining a vibrant centre after working hours. Proposals for office and retail development should also be located in centres to ensure their vitality and viability.

The emerging LDF will incorporate new local Planning policy initiatives. In particular, the City Centre Design Guide has recently been adopted as a Supplementary Planning Document and all four Neighbourhood Development Frameworks will help to inform the preparation of the City Centre AAP.

West Yorkshire Local Transport Plan (LTP)

The West Yorkshire Local Transport Plan (2001–2006) is the transport strategy for the sub-region. The LTP emphasises a commitment to improving the quality and availability of alternative modes of travel, managing the use and condition of the highway, managing the demand for travel, and promoting social inclusion. The vision set out in the LTP is for a high quality integrated local transport system that:

- Is efficient, reliable, affordable and safe
- Meets the travel needs of all of the people and businesses of West Yorkshire
- Secures a high quality environment, with the environmental impacts of traffic carefully managed in order to improve road safety and avoid compromising standards relating to noise, air quality and severance
- Provides access to a wide range of goods and services without the need for private motorised transport, thus ensuring that car use is seen as a choice rather than a necessity
- Does not have unacceptable effects on the local or global environment

Bradford City Centre Design Guide



Urban Design Code





A second West Yorkshire Local Transport Plan (2006–2011) has been prepared and is awaiting government approval. It outlines an investment framework for transport over the next five years. The plan analyses existing movements, explores possible future scenarios for transport and land use and identifies interventions to be pursued within the available funding. The priorities for the proposed strategy are based on tackling congestion, delivering accessibility (ease of getting around) and promoting safer roads.

City Centre Design Guide

The City Centre Design Guide is a key tool in raising the quality of urban design in the city centre and achieving a high quality and more integrated development. It sets design parameters for future improvements to the physical environment, public realm and new developments and includes guidance applicable to each respective neighbourhood. It is an exemplar in urban design.

Through identification of Zones of Repair and Zones of Reinvention, the Urban Design Code sets out clear guidance for developers, architects and planners alike in respect of street networks, public realm, spatial enclosure, massing, street character and critical mass. The Public Realm Design Guide establishes a series of design principles for legibility, identity and materials for the areas of significant public realm.

City Centre Feasibility Studies

Conservation Area Assessments – Centred around City Hall, the northern half of the Bowl Neighbourhood is covered by the City Centre Conservation Area that contains numerous Listed Buildings. The Council has undertaken extensive Conservation Area Assessments to define the objectives within the designated conservation area: to inform planning decisions in and around them, to make the case for heritage restoration of individual buildings and to inform applications for funding.

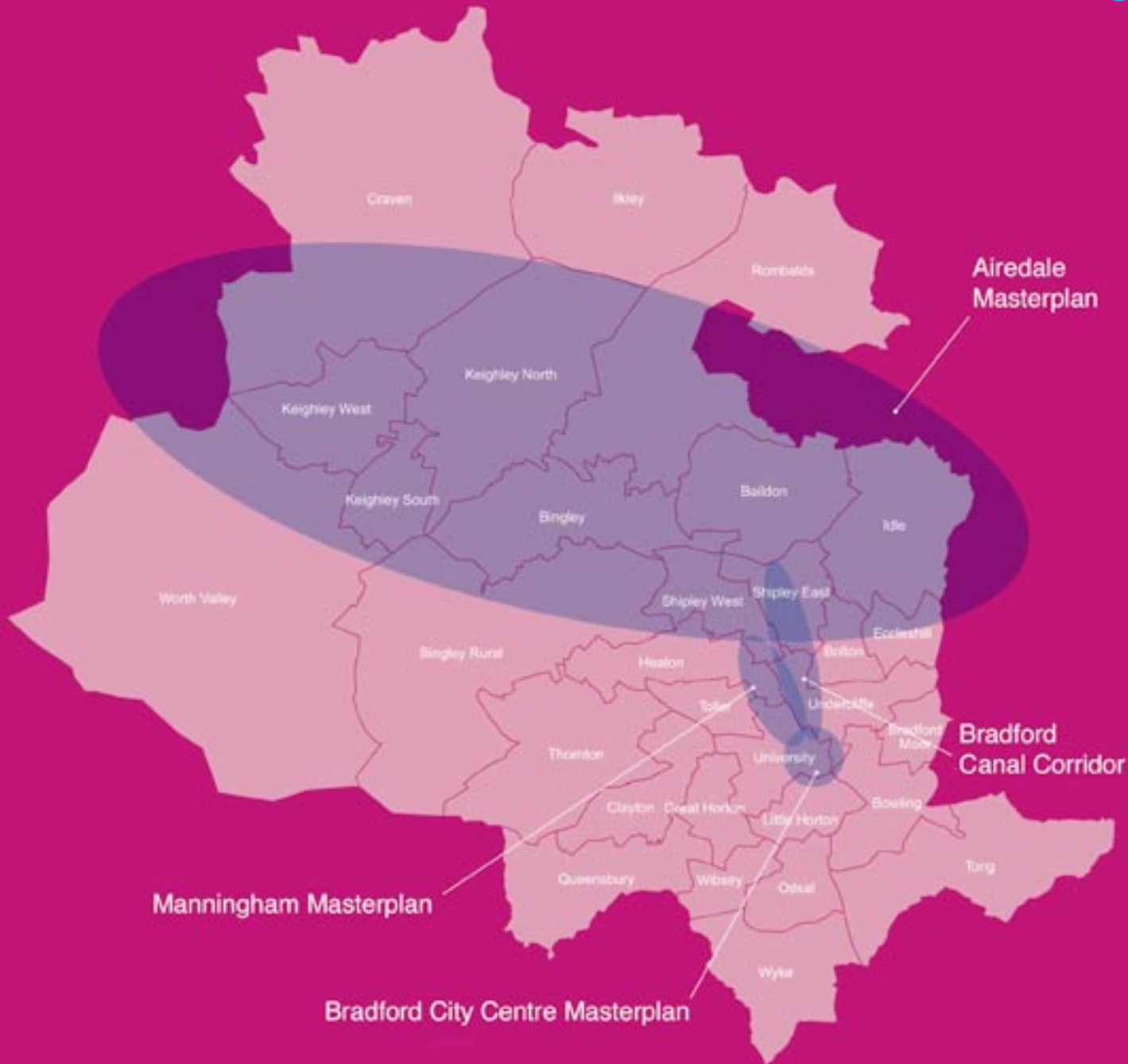
Water Study – An outline feasibility study has been undertaken by Arup, who are highly respected world leaders in water engineering, to evaluate the technical issues associated with realising the water features envisaged in the Masterplan and to develop corresponding conceptual engineering solutions. It includes the Mirror Pool as the primary water feature within the Bowl Neighbourhood. The study concludes that the water features envisaged in the Masterplan,

including bringing the Beck above ground as a running stream, subject to modifications in some areas, are technically feasible and deliverable subject to certain requirements:

- The running Beck needs to surface on the western side of the Bowl, in the vicinity of the Alhambra Theatre, run anti-clockwise around the Bowl before exiting on the eastern side adjacent to City Hall
- The Beck is contaminated and, unless treated, is not suitable for human contact and should not actually feed the main water feature



The Bradford City Centre Design Guide's plan of the Bowl Neighbourhood





- The Pool will generally need to be shallow across the site to mitigate the need to divert any major existing services such as the fibre-optic network
- The water feature will need to be a shallow Mirror Pool to facilitate multiple activities such as the splash pool and ice rink, to ensure children's safety
- The Pool edge should be gently sloping to avoid having to have a fence around the perimeter and to facilitate access for cleaning and maintenance
- Whilst maintaining the running Beck through the space at all times, the Pool itself must be capable of being temporarily drained, to cater for occasional large public outdoor events
- The main water feature needs to integrate natural pedestrian movement across the space'

Utilities Study – A study has been undertaken to estimate the likely future demands for water, gas, electricity, telecoms and drainage needed to support the regeneration of the city centre. Discussions have taken place with the utility companies to assess existing network capacities and to ascertain the upgrade works which will be required to meet future demand. Based on all available desktop data, the study locates current infrastructure and utilities within the Bowl Neighbourhood (as well as the other NDFs) and highlights areas where potential services diversions may be necessary and where the Masterplan proposals may need to be adapted.

A key finding of the Utilities Study in respect of the evolving Bowl NDF is the likely practical requirement to retain and integrate the Central Telephone Exchange into the future Business Forest Office Park together, as well as accommodate the existing fibre-optic cables within the Bowl Neighbourhood.

Public Realm Maintenance Study – A study has been undertaken to assess the scope and cost of construction and maintenance of the public realm elements envisaged in the Masterplan. As part of the study, a best-practice guide for the management of the city centre public realm will ensure that the quality of these new public spaces is maintained over the long term.

Wider Regeneration Initiatives

The Bradford Centre Regeneration Masterplan is one of four main spatially defined regeneration initiatives in the Bradford district. Its partner initiatives are:

- The Airedale Corridor Masterplan prepared for the Airedale Partnership – which covers the river Aire corridor and the towns of Shipley, Bingley and Keighley,
- The Manningham Masterplan for the inner Bradford area north of the city centre and,
- The Canal Road Corridor Masterplan which joins the city centre with Airedale, links with the Manningham Masterplan and provides a framework for delivery of the reopened Bradford Canal.





Centenary Square



4.0 BASELINE ASSESSMENT

The baseline assessment summarises the main findings of the evidence collected as part of the Bowl NDF including a description of the Bowl Neighbourhood, an assessment of its urban fabric, access and movement, the socio-economic context and an overview of the property market.

4.1 BUILT ENVIRONMENT

The assessment of the Built Environment concentrates on a number of themes complementary to those covered in the Bradford City Centre Design Guide. It seeks to identify opportunities for a range of catalytic interventions within the existing urban fabric that would enhance and regenerate the Bowl Neighbourhood.

Historic Development

Although there is a small cluster of very significant Listed Buildings at its heart namely, City Hall, St. George's Hall, the Alhambra and the Great Victoria Hotel, the Bowl Neighbourhood as a whole has lost its historic character. Occupying much of the valley bottom, it had once a grand Victorian public realm of wide streets and squares clustered around this remaining civic core.

The post-war redevelopment of the majority of the Bowl Neighbourhood rejected the use of continuous building frontages in favour of free-standing buildings within an open landscape: City Hall was included in this reconfiguration together with the then new Magistrates Courts and Police Headquarters. The area was also radically transformed by the central ring road, which had the effect of demoting the public realm and cutting off the city centre from its surroundings.

The area south of Prince's Way/Hall Ings is dominated by unrelated post-war developments and east of Bridge Street; the remainder breaks down into the incomplete area centred on Exchange Square and an area dominated by the Yorkshire Water Depot.

The haphazard composition of existing, predominantly post-war, buildings break up the space and cut-off potentially dramatic views of City Hall, from the higher vantage points around what is the outer rim of the Bowl. As a result the Bowl is spatially both ill-defined and fragmented and the loose arrangements of buildings either side of Prince's Way do not form any coherent street frontage.

The Bowl is further fragmented by the predominance of major roads running through the centre: namely, Prince's Way, Hall Ings and Manchester Road. Hall Ings/Prince's Way forms a major roundabout of fast-moving vehicles and buses that has the effect of cutting off City Hall from the rest of the Bowl. From some key vantage points, the setting of City Hall is further obscured by the location of the Police Headquarters and Magistrates Courts. Places to cross what is in part a seven lane highway are few and far between and, of those that do exist, most are unattractive as pedestrians are forced to climb up onto a high-level footbridge or to descend into claustrophobic underpasses or be confined within small guard-railed pens.

The key architectural attractions include the iconic City Hall and many other listed/heritage buildings lining one side of Bridge Street.

The Bowl NDF straddles the very interface between two historic visions of Bradford: the Bradford predominantly of the Victorian age and the Bradford predominantly of the post-war age. The practical outcome of the north/south split within the Bowl NDF is to concentrate the new catalytic urban interventions to the south of City Hall whilst predominantly conserving and repairing the historic fabric to the north. Indeed the City Centre Design Guide describes the two spatial areas within the Bowl as the 'Zone of Reinvention' and the 'Zone of Repair' respectively.

Conservation Areas

Bradford city centre has four conservation areas and around 100 Listed Buildings. Its Victorian legacy in particular is of national significance. Although its roots go back to medieval times, it was rebuilt mostly during the second half of the 19th century during the boom years of Bradford's economic development as an international centre of the wool trade.

The largest conservation area straddles the northern half of the Bowl Neighbourhood and represents the heart of the city. It comprises a dense network of relatively narrow streets and tall Victorian buildings creating a coherent civic character. Although much has changed around them, the Bowl Neighbourhood's architectural heritage remains anchored by the impressive City Hall and the adjacent St. Georges Hall, both designed by local architects in the typical honey-coloured local sandstone.



THE LAW COURTS

Bradford Crown Courts



Character Areas

Spatially, the Bowl Neighbourhood can be split roughly into two equal parts. The northern half is defined by the conventional urban blocks and streets of the City Centre Conservation Area and contains many of Bradford's key heritage and Listed Buildings. The southern half is defined by free-standing post Second World War buildings sitting within isolated plots, with ill-defined streets and in part isolated from each other by the inner-city highway network. The resulting urban fabric of the northern half of the Bowl is relatively consistent in terms of the pattern of streets and spaces, the height of buildings and the spacing of blocks, in contrast to the southern half where there is a lack of defined streets and spaces. The greatest contrast is the latter's predominance of open space but almost all of the wrong kind: large areas of inaccessible roadside verges and surface car parks on waste ground.

The City Centre Design Guide, in effect, sees the Bowl Neighbourhood as a whole but with two equal parts. It identifies that much of the southern half of the Bowl will be subject to major physical transformation, as a result of the proposals contained within the Masterplan identifying these areas as a 'Zone of Reinvention'. In contrast, the northern half, defined predominantly by the conventional urban blocks and streets of the City Centre Conservation Area including St. Georges Hall, the Great Victoria Hotel and City Hall itself, are identified as a 'Zone of Repair'. In these areas the character of high quality historic urban fabric should be respected and repaired as part of any future development.

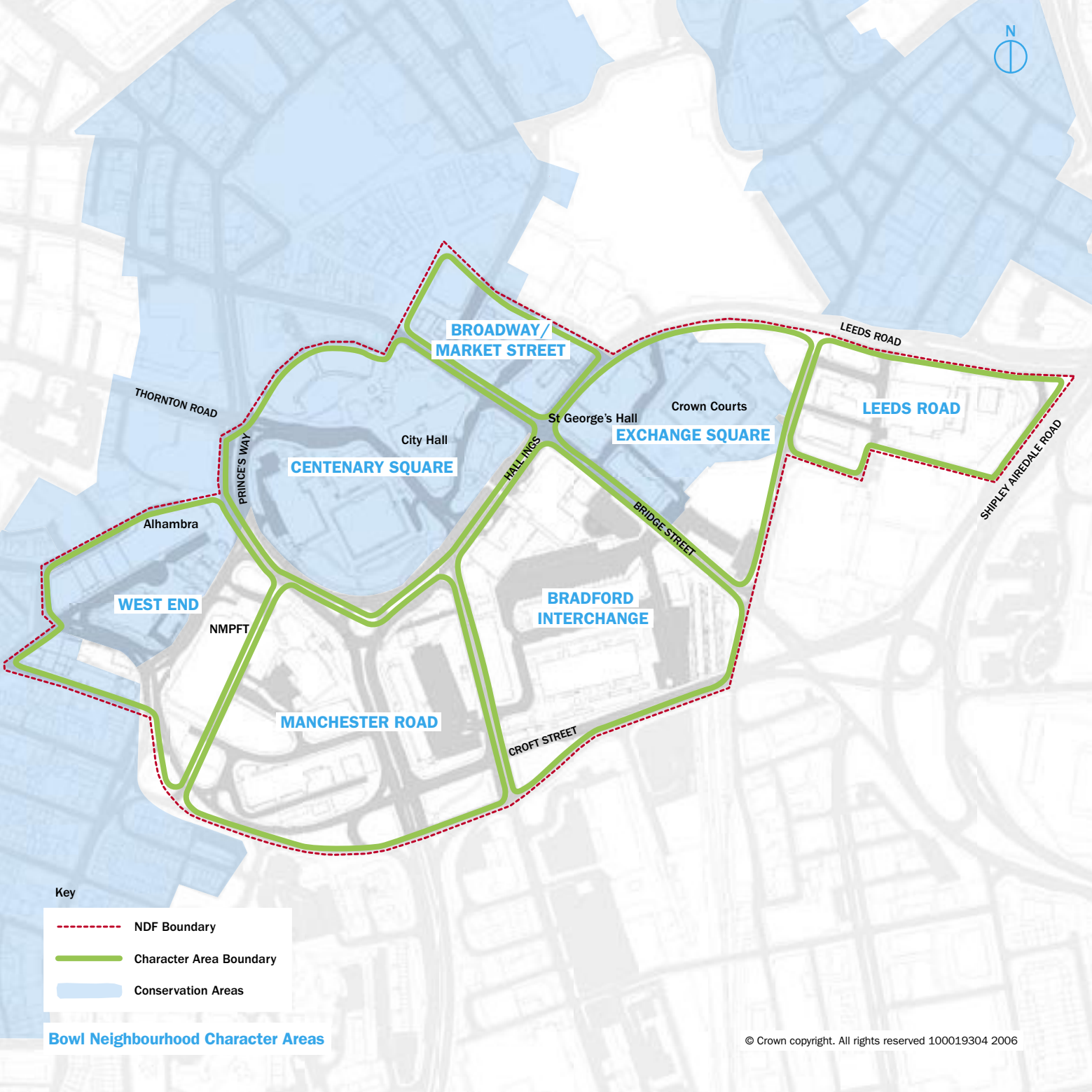
In the historic area around City Hall and Bridge Street, building lines generally follow the corresponding historic street pattern but south of City Hall the majority of the historic urban fabric has been lost. By definition, in the 'Zone of Reinvention', building lines do not always follow the original street pattern but do still form a larger albeit looser urban pattern of streets and public spaces. The intention is that the 'Zone of Reinvention' will over time develop a distinct new neighbourhood character.

The southern half of the Bowl Neighbourhood also had a grand Victorian public realm but most was replaced by post-war architectural typology of freestanding buildings within a landscape. This applies to the Police Headquarters and Magistrates Courts and to City Hall itself. The fragmentation of the public realm,




and the separation of buildings, was further exacerbated by the construction of the central ring road cutting-off the city centre from its surroundings.



St. George's Hall, a listed building within the Exchange Square Character Area



Key

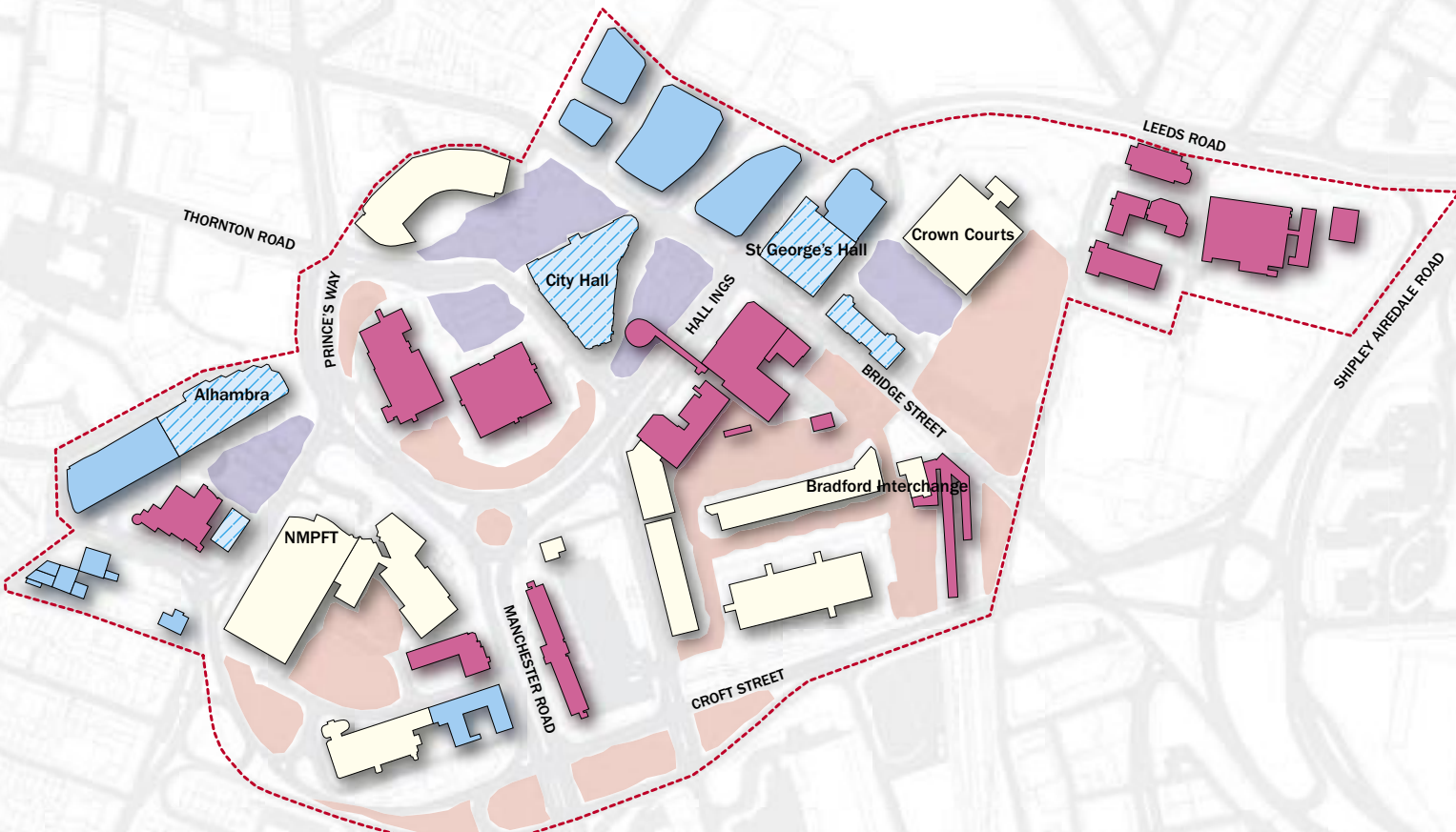
-  NDF Boundary
-  Character Area Boundary
-  Conservation Areas










Although partially eroded in the south, the street pattern reveals the progress of historical physical development in the area, defining the distinct character areas within the Neighbourhood. The movements of people and goods, land use, land ownership and topography have all contributed to the shaping of the Bowl Neighbourhood. Its most distinctive character survives in Bridge Street/Centenary Square, centred on City Hall, the geographic centre of Bradford.

The distinctive character of any area within a neighbourhood is always a combination of its activities, its history, its physical geography, its boundaries, usually in the form of primary roads, and its architecture. The Bowl Neighbourhood naturally has seven character areas that collectively define its identity:

- **Broadway/Market Street.** Forming part of the original medieval street pattern of the city, Broadway/Market Street lies at the heart of the City Centre Conservation Area of grand Victorian city blocks and tightly-knit streets that form small incidental urban spaces.
- **Centenary Square.** Separated from Broadway/Market Street by Bridge Street, but falling within the City Centre Conservation Area, the Centenary Square area is the central civic space at the heart of Bradford city centre consisting predominantly of hard York stone paving, formal planters and monuments. Unlike Broadway/Market Street, the buildings are free-standing. On one side of Centenary Square is City Hall, a distinctive Listed Building forming, together with the historic city blocks on Bridge Street, an ensemble of elegant, robust stone buildings. The scale and materials of these buildings reflect the past wealth associated with the high water mark of Bradford's textile industry. In contrast, forming the southern and western boundary of Centenary Square are the more recent modernist Magistrates Courts and Police Headquarters respectively.
- **West End.** This is the city centre's cultural quarter, bisected by Little Horton Lane, and consisting of a loose collection of cultural amenities including the Alhambra Theatre, National Museum of Photography Film and Television and the central Library. NMPFT is a museum of national significance and a major tourist draw for the city centre and the district.
- **Manchester Road.** Loosely fronting onto either side of the busy Manchester Road, but set back from the pavement lines with ill-defined grass verges – are a series of typical 1970s medium-rise office developments of indifferent architectural quality.
- **Bradford Interchange.** The Bradford Interchange area is the main city centre transport hub for all visitors arriving and departing by public transport. It occupies the heart of a major city block enclosed by the Hilton Hotel, a multi-storey car park and more recent perimeter office developments including the Abbey National Building. The original Interchange, dating back to the late 1970s, also included a major underground bus depot. More recently the Interchange has been re-planned: the bus station has been reduced in area and part of the original underground bus depot is now used for car parking, a Bingo hall and the Abbey National development with its own secure underground car park.
- **Exchange Square.** The Exchange Square area is a public square bounded on three sides by the Crown Courts to the north, St. Georges Hall/Telegraph & Argus to the west and the Great Victoria Hotel to the south. The fourth side of Exchange Square is currently vacant and used as a car park. The square is mainly pedestrianised but is not well used due to the missing side, the lack of active frontages other than the hotel, poor pedestrian linkages and its lack of visibility.
- **Leeds Road.** The Leeds Road area is bounded by Leeds Road and Little Germany to the north and the Leisure Exchange to the south. It contains some indifferent office buildings and is dominated by the Yorkshire Water premises which are incongruous in the heart of the city centre.



Key

- | | |
|--|--|
|  NDF Boundary |  Buildings: Listed |
|  Spaces: Positive Contribution |  Buildings: Positive Impact |
|  Spaces: Negative Contribution |  Buildings: Neutral Impact |
| |  Buildings: Negative Impact |



Character and Appearance

The character and appearance is directly related to the aggregate quality of individual buildings and spaces.

A qualitative assessment requires some system of classification so to this end, each building has been classed into one of three distinct types:

- 'Positive': identifying those buildings that play a key role in creating the desired local distinctiveness and character (often Listed Buildings but not exclusively so) which are likely to be retained, or, would only be replaced to enable high quality development that added more to the built environment than was lost
- 'Neutral': identifying those buildings that do not play any key role and yet do not detract from the quality of the built environment which may be retained (because, on a case by case basis, they fit into the Bowl NDF, or, because it would be disproportionately expensive to replace them) but could be redeveloped as long as the replacement were at least of no lesser quality
- 'Negative': identifying those buildings which are detrimental to the character and appearance of the Bowl Neighbourhood and which should be seen as a priority for redevelopment

Listed Buildings are identified separately, there being, by definition, a presumption in favour of their retention.

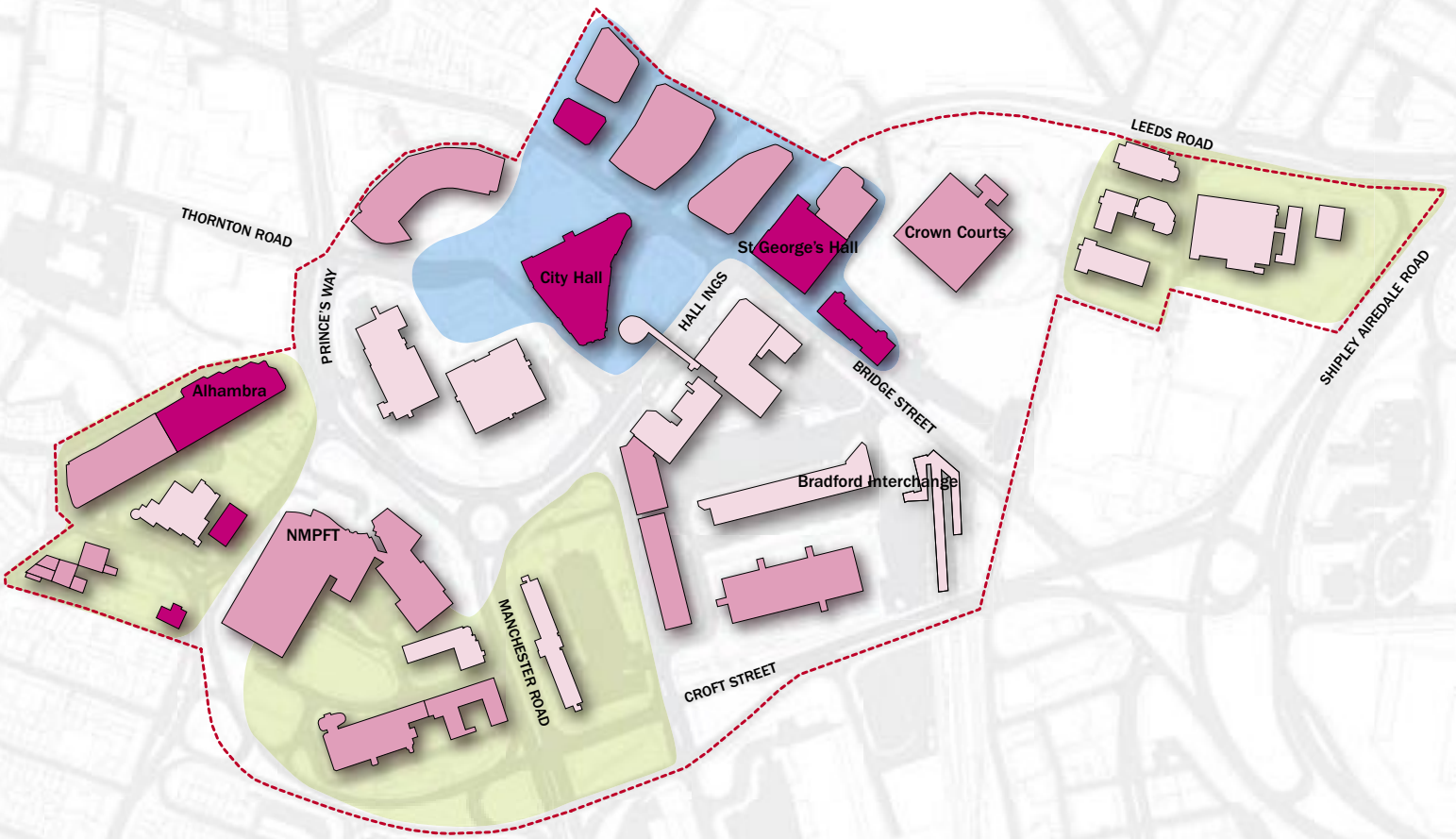
In addition to the qualitative assessment of individual buildings, spaces (other than streets) have also been classified in terms of whether their contribution to the character and appearance within the urban townscape is 'Positive' or 'Negative'. All other spaces are deemed to be neutral. 'Negative' spaces, which include surface parking, vacant land and ill-maintained landscaped areas, are also seen as a priority for redevelopment.

Within the Bowl Neighbourhood there is a concentration of buildings and spaces with a 'Positive' character and appearance clustered around Bridge Street bounded by City Hall and Centenary Square on the south side and a series of historic city blocks on the north side including St. George's Hall and the Great Victoria Hotel. Buildings and spaces that make only a 'Negative' contribution to the







character and appearance of the area as a whole dominate much of the remainder of the Bowl Neighbourhood and should be considered for refurbishment, remodelling or redevelopment. This applies to much of the land south of Prince's Way.



City Hall, a Grade 1 Listed Building



Key

| | | | |
|--|----------------|---|------------------|
|  | NDF Boundary |  | Degraded Cluster |
|  | High Quality |  | High Cluster |
|  | Medium Quality | | |
|  | Low Quality | | |



Quality of Buildings

To the north, the Bowl Neighbourhood contains a minority of buildings of exceptional quality, including St. Georges Hall, the Great Victoria Hotel and City Hall itself, the survivors of the historic city centre, forming a coherent cluster concentrated around Bridge Street. To the south, areas of weaker, mainly post-war, 20th century developments and large areas of surface car parking, vacant land and inaccessible roadside verges dominate the majority of the Neighbourhood.

This is clearly reflected in the fact that the northern half of the Bowl Neighbourhood falls within the City Centre Conservation Area, where there is, by definition, a presumption in favour of the retention of individual buildings as well as the retention of coherent urban blocks. However this leaves considerable scope for improving the streets and public spaces as well as the setting of individual buildings.

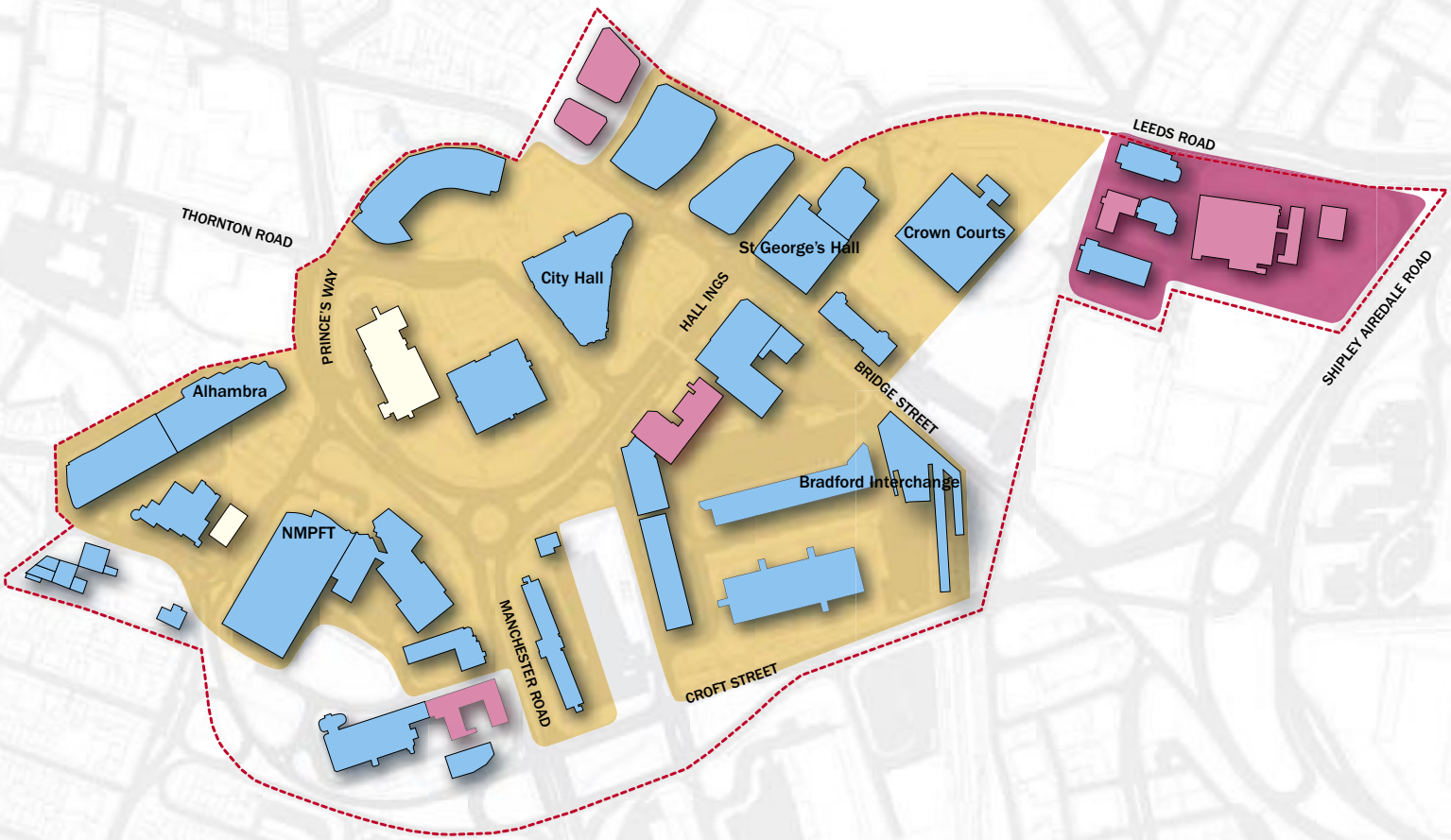
In contrast, buildings of modest quality separated by major roads and a predominance of surface parking mostly characterise the southern half of the Bowl. Arguments in favour of the retention of buildings are therefore not primarily based on architectural merit but on other considerations:

- NMPFT is a museum of national cultural significance
- The Central Telephone Exchange is a key component of the city centre infrastructure also needed to support the proposed central business district
- Within the Interchange there are several recently constructed new office buildings that are capable of being satisfactorily incorporated into the proposed central business district







The Masterplan anticipated that the majority of the prospective development activity within the Bowl NDF boundary would be concentrated to the south, forming a priority 'core' (covering approximately 15 hectares) that would catalyse the regeneration of the overall Bowl Neighbourhood.



Architectural detail of the interior of the Great Victoria Hotel, a high quality building within the Bowl Neighbourhood



Key

| | | | |
|--|-----------------------|---|-------------------------|
|  | NDF Boundary |  | Fully Active Clusters |
|  | Occupancy: Full |  | Under Capacity Clusters |
|  | Occupancy: Under used | | |
|  | Occupancy: Void | | |



Intensity of Building Use

The two major building uses within the Bowl Neighbourhood are 'Civic/Community' to the north and 'Office/Commercial/Transport' to the south. The existing buildings within the Bowl Neighbourhood are generally fully occupied with the exception of the north east area adjacent to Leeds Road. However, there is considerable capacity to intensify site development and activity with many significant areas of undeveloped land (often surface car parking) particularly around the perimeter of the Neighbourhood and a predominance of freestanding buildings set back from road frontages.


Such intensification should be encouraged because increased occupancy and economic activity will ensure that the historic and civic fabric of the Neighbourhood is maintained and vibrant and lively streets promoted.



Centenary Square, part of the active cluster of buildings within the Bowl Neighbourhood



Key

- | | |
|---|--|
|  NDF Boundary |  High Quality Townscape |
|  Key Views |  Medium Quality Townscape |
| |  Low Quality Townscape |



Townscape and Views

As with the qualitative assessment of character and appearance, the contribution of the streets to the urban townscape and key views has been graded according to 'High', 'Medium' and 'Low' quality respectively.

The assessment focuses upon the degree to which the overall relationship of buildings, surfaces, materials and views contributes to a sense of unity and architectural richness rather than individual buildings.

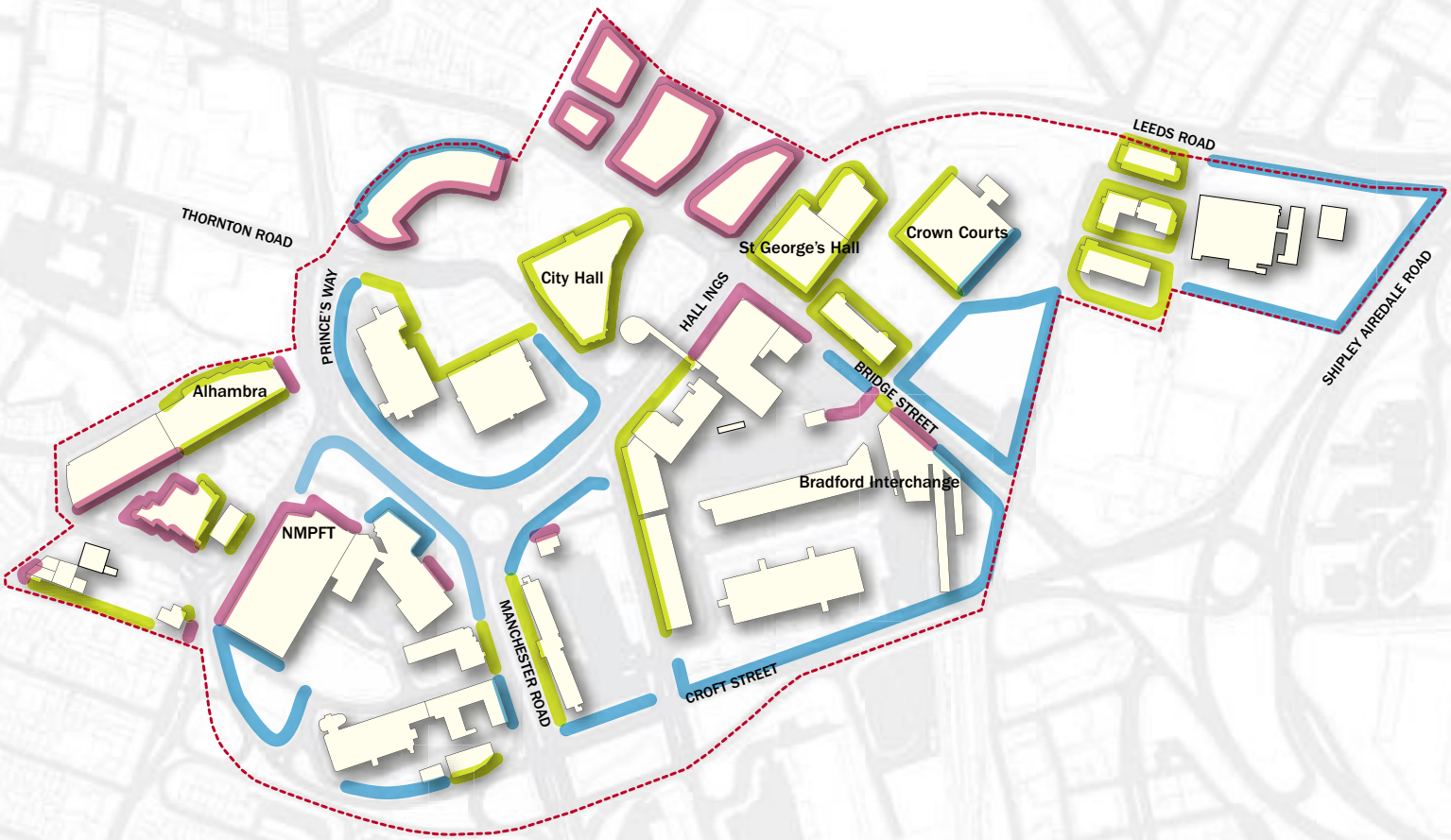
In general, as expected, the high quality townscape is confined to the same area focused around City Hall and Centenary Square, either side of Bridge Street. Views up and down Bridge Street provide the most harmonious townscape. There are also important views of City Hall from the south and west but many potential key views from the higher ground around the perimeter of the Bowl Neighbourhood are blocked by existing buildings.

To the south of the Bowl Neighbourhood, the mainly post-war, 20th century developments went hand in hand with the development of the central ring road. In these areas, dominated by fast-moving cars, the townscape is weak, as around Manchester Road and Prince's Way.

In the north of the Bowl Neighbourhood, new infill development should seek to enhance the townscape quality within the existing street pattern; in the south, new development should be prioritised in areas that can help integrate the existing islands of quality townscape into the wider Neighbourhood and the city centre as a whole. New development and redevelopment, essentially in the south of the Bowl Neighbourhood, should take into account the impact on key views and the potential to open up what are currently restricted views of City Hall from the edge of the Bowl.



St. George's Hall



- Key**
- NDF Boundary
 - Active Frontages
 - Neutral Frontages
 - Inactive Frontages

Bowl Neighbourhood Frontage Activity



Frontage Activity

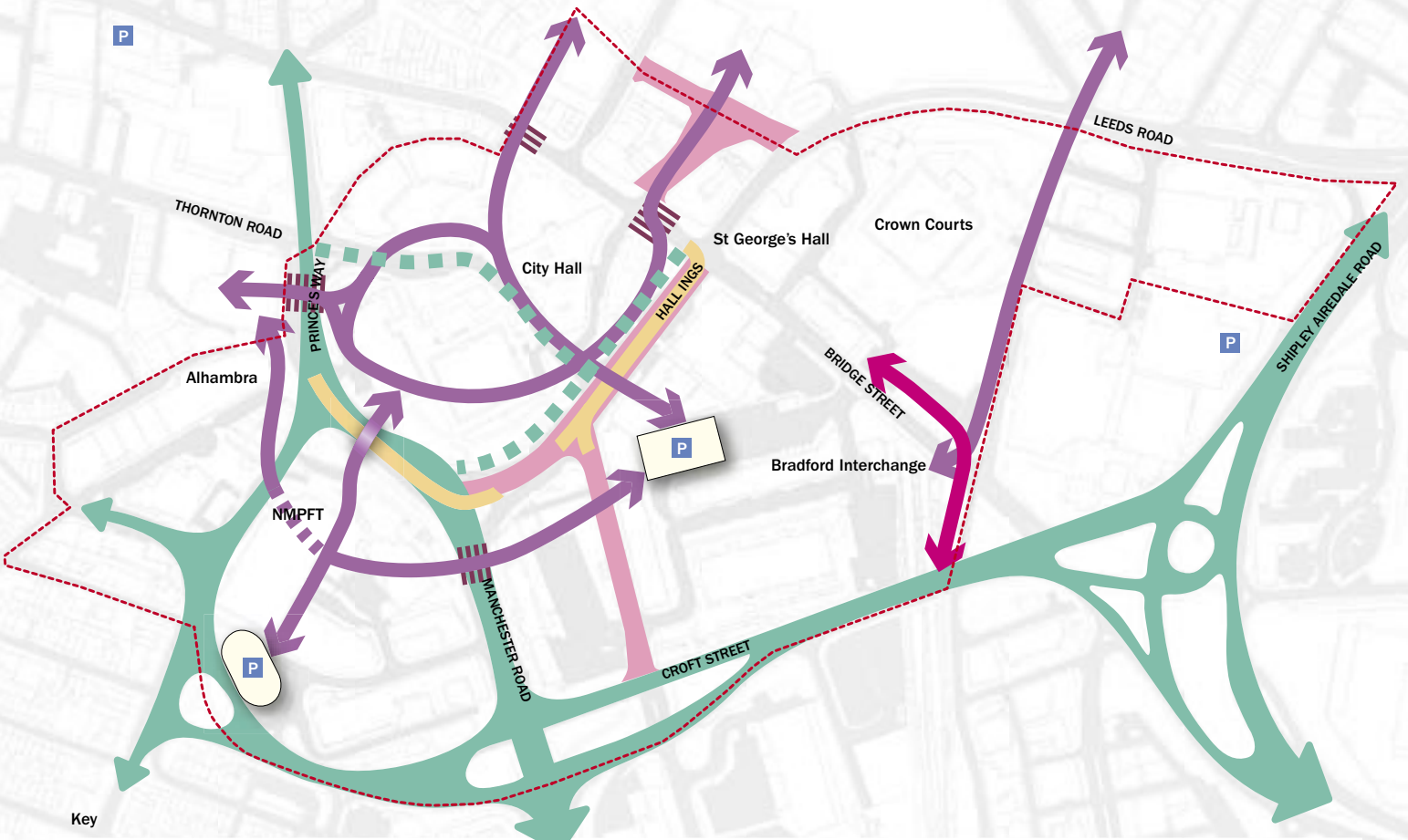
The network of streets, within the Bowl Neighbourhood, has a very high concentration of 'Inactive Frontages'. In areas, mainly south of Princes Way, dominated by post-war, 20th century developments, this is mainly due to buildings being sited away from the street boundary. The more grand stone buildings such as the listed St. Georges Hall, the Great Victoria Hotel and City Hall itself provide at best 'Neutral Frontages' due to their functions. 'Active Frontages' in the form of ground level retail is restricted to the northern side of Bridge Street directly opposite Centenary Square. The recently completed new retail development enclosing the north side of Centenary Square is a welcome expansion westwards.

The large areas of surface car parking, vacant land and degraded landscaping, within the area, adds to the inactivity at street level. New developments on many of these sites should introduce the inner city vibrancy and security that is associated with ground level frontage and retail activity.

In addition to re-establishing building frontages and coherent integrated public spaces, it is important to establish a network of strong pedestrian routes, enhancing the natural pedestrian movement lines traversing the Bowl Neighbourhood, that will link existing and future destinations within the city centre. Activity along these key routes must be prioritised if they are to become vibrant and secure and, at the same time, bind the disparate components of the Bowl and its links with the wider city centre.



Event in Centenary Square



Key

- | | | |
|--|---|---|
|  NDF Boundary |  Existing Primary Vehicular Routes |  Protected Future Tram Alignment |
|  Primary Pedestrian Routes |  Roads to be Closed |  Car Park |
|  High Level Pedestrian Crossing (Footbridge) |  Downsized Roads | |
|  At Grade Pedestrian Crossing |  Potential New Primary Bus Routes | |

Bowl Neighbourhood Access and Movement Diagram



4.2 ACCESS AND MOVEMENT

The Bowl Neighbourhood as a key arrival and departure point for the city centre raises issues of integration, connection and conflict between the different travel and transport modes and the environment and city centre activities. The assessment reveals the condition of public transport services, the pedestrian network, the impact of vehicles and parking.

Street Hierarchy & Vehicular Movement

The Bowl Neighbourhood is crossed by Manchester Road and Prince's Way which will remain as part of the city's primary network. These roads carry high volumes of traffic and offer very poor pedestrian facilities.

Traffic counts from June 2005 show that within the study area vehicle numbers throughout the day are not high. At off peak time, which is most of the day, traffic volumes are quite low with small numbers of cars making their way along Hall Ings. It is important to acknowledge that the new Broadway car park will have an impact on these traffic levels. Whilst this will increase the number of vehicles in the locality there is an opportunity to manage this demand to reduce their effect on the street environment, particularly the over-capacity Hall Ings and Nelson Street.

The proposed street hierarchy contained in the City Centre Design Guide proposes Croft Street as a grand 'Boulevard' lined with commercial buildings (as opposed to an inner city motorway). Little Horton Lane, Bridge Street and Hall Ings are identified as 'High Streets' serving the city centre as a whole whilst the rest are categorised as 'Secondary' and 'Local' streets serving the Bowl Neighbourhood. The Guide designates the heart of the city as a 'Pedestrian Priority Zone' where the public realm should be pedestrian priority. This involves, by definition, a rebalancing of current vehicular and pedestrian movements within the proposed zone only in favour of the latter.

Public Transport

Bradford Interchange, sited between Croft Street, Bridge Street, Hall Ings and Nelson Street and opened in the 1970s contains the main city centre bus terminus and one of two city centre rail stations.

Bradford Interchange station is the more strategically significant for the city providing rail connections to cities south, east and west. The station itself sits on the upper side of the Bowl, which introduces passengers to the city from an elevated position. The immediately adjacent bus station concourse is at the same level but there is no direct level access from bus to rail. Instead passengers need to travel down onto a lower concourse before climbing back up onto the bus or rail platform level.

This bus terminus hosts virtually all of the bus routes in the city although some services lay over on Hall Ings. The current bus station was remodelled in the 1990s when the lower deck of the then station was changed to commercial use, while the upper deck was rationalised, reducing the footprint of the bus lay over areas and constructing a new covered passenger waiting area.

Buses access the Interchange from either Nelson Street or Bridge Street. There are 13 bus services currently routed through Market Street and Channing Way. According to timetables approximately 70 buses per hour travel through Hall Ings. However, the traffic count carried out in June 2005 showed that during peak hours (8–9am and 5–6pm), approximately 30 buses per hour pass through Hall Ings. Bridge Street and Nelson Street showed similar figures.

The Masterplan proposal for the new city centre park requires closure of Channing Way and Norfolk Gardens which will require diversion of bus services and a review of bus stands.

Pedestrian connections

The Interchange is the focal point for much of the city's transport and the hub of visitor arrival and departure. While the distance between the shopping area and the Interchange is relatively short, it is currently an unattractive distance to walk. This relationship is exacerbated by pedestrian routes, both within the Interchange and on the street, that have narrow pavements alongside busy, noisy roadways, illegible routes, are circuitous, unpleasant and have inadequate lighting and low grade materials.

The reality of many parts of the Bowl is where the city centre has been developed in favour of vehicles. This is further underlined by the clusters of bus stops remote from the Interchange on Hall Ings, Channing Way and Sunbridge Road. What is apparent is that



City Hall illuminated



the perception of the distance between the shopping area and the Interchange appears further because the routes are environmentally unattractive and/or unclear.

Parking

There is an existing multi-storey car park situated on the Interchange side of Hall Ings and vehicles need to travel along Hall Ings introducing traffic into the heart of the city centre. The building itself is brutal in form and an obstacle to pedestrian movement. Furthermore the car park building obscures views from the Interchange into the city centre creating a visual barrier that increases the perception that the Interchange is further from the retail area than it actually is. Whilst the re-modelled Interchange incorporates undercroft parking it is possible to envisage more effective use of this space as well as a radical approach to the several areas of private off-street parking and surface public car parks.

4.3 SOCIO ECONOMIC CONTEXT

Overview

The Neighbourhood is dominated by civic and leisure uses relating to the city centre and has a limited resident population. Rather than having specific socio-economic characteristics in its own right, the neighbourhood acts as a key focus for services supporting the wider city. In this sense it acts as a 'service centre' for the Bradford community. It is, however, a key employment location, particularly for public administration activity.

The success of the Bowl is critical as the commercial core of the city. It will define the distinctive offer of the city as a visitor and investment destination in the region. The key projects to be delivered through the NDF will reflect this important economic context for the city.

Bradford Bowl hosts a range of existing and potential key assets, critical to a successful competitive economic future for the city. Learning, leisure, business, civic and transport facilities combine in the Bowl to create the 'heart of the city'. It is here that the position of Bradford as a regional economic driver will be determined.

Population

The resident population of the Bowl area is currently low, estimated at approximately 500 in the 2001 Census.

The population of the wider city centre is estimated to be approaching 4,000. These residents are primarily located in social housing to the north west and north east of the city centre. However, since 2001 increasing numbers of privately rented and owner occupied apartments are being developed in the north of the city centre and Little Germany. Consequently demand for services, specifically in the Bowl area, is limited. However, given its proximity to the retail and service core of the city centre, the needs of these residents are currently catered for in other areas of the city centre, particularly the Market Neighbourhood. However, continued growth in the city centre resident population will increase the demands for access to health and community services within the centre. This will need to be kept under review as key residential developments progress in the Bowl.

Employment

The city centre area as a whole is an important employment location for Bradford, accounting for approximately 22% of the District's total employment and 14% of businesses. As a principal commercial area within the city centre, the Bowl is clearly a major component of the city's economy.

Based on analysis from both the Annual Business Inquiry and commercial company database, it is estimated that the Bowl is home to some 400 businesses which in turn support nearly 12,000 jobs. A large proportion of these jobs are found within a small number of public sector employers.

The main employment sectors include:

- Public administration: City Hall, Jacobs Well and Britannia House are all located in the Bowl and contain the majority of CBMDC employment in the city centre. The main city centre Police Station and Magistrates Court are also located in the Bowl.
- Leisure and culture: a wide range of cultural facilities is located within the Bowl, including the Alhambra Theatre, St. Georges Hall, the National Museum of Photography, Film & Television and the



Centenary Square



Central Library. These facilities attract over 1.2million visitors a year to the Bowl area.

- Other retail: the main retail core of Bradford encroaches onto the northern boundary of the Bowl around Bridge Street. This area includes a cluster of around 40 retail outlets and acts as a gateway into the main existing concentrations of retail activity elsewhere in the city centre.
- Professional, financial and business services: There are a number of private sector (and quasi private sector) service based businesses located in the newly opened No 1 the Interchange. These include a large call centre operation service for the Inland Revenue. Elsewhere in the Bowl, numerous accountancy and legal firms are located on the upper floors of retail outlets.

Recent projections suggest that the sectors with the greatest proportionate potential for employment growth in the city over the next ten years include communications, business and financial services, education and health. The ability of the city to maximise growth potential in these sectors will be significantly influenced by the business facilities and assets that could be delivered in the Bowl.

Bradford has shown strengths in entrepreneurship and an emerging strength in knowledge-based and digital business sectors. This creates a key opportunity for the Bowl to become the business growth 'hub' of the city. This requires the provision of the mix of business premises that growing companies seek, with flexible, well designed accommodation, accessible to the range of city business assets that the Bowl can offer. Meeting the 'whole-life' requirements of businesses from incubation to international headquarters must be an objective for the Bowl, as well as the wider city.

4.4 PROPERTY MARKET REVIEW

The renaissance and regeneration focus on Bradford is beginning to have a noticeable impact on the property market in the city and its environs. Increasing market activity is being recorded and there is generally a greater level of optimism within the property market. The intervention of Bradford Centre Regeneration, the Council and other public and private partners in a number of key projects has helped to stimulate development of and investment in the office, retail and residential sectors.

The Bowl Neighbourhood provides the ideal opportunity to create a new well defined business district and prime commercial core in the city, linking with the new emerging retail focus in the Channel Neighbourhood around the Broadway scheme, the renaissance of Little Germany as a place to live and the redevelopment of the Valley Neighbourhood to the south west of the centre.

Office Market

The worsted woollen trade and other industries in Bradford have historically created demand for supporting financial service businesses, including banks and building societies along with legal and property professions. However, the decline of traditional industries plus the growth of Leeds as a regional financial and professional services centre led to the decline of these services in Bradford. Professional services are still represented to a degree around Bank Street and Piccadilly within the Market Neighbourhood.

Bradford has been successful in attracting a number of significant occupiers in recent years including the Abbey National, the Inland Revenue, the Yorkshire Building Society and the Department for Work and Pensions. The vast majority of take-up in the last five years has been pre-let of good quality space proving that quality is critical to success. When new space is provided, there is a healthy level of demand owing to a general oversupply of poor quality second hand stock (common to most emerging markets).

Headline office rental figures indicate an increasing confidence in the city. Rental levels are increasing, along with take-up levels of floorspace. Headline rents are now being achieved in the city centre of £14 per sqft to £15.25 per sqft. This is still behind levels achieved in Leeds (£25 per sqft) and Sheffield (£19 per sqft), but is comparable with other larger centres in the region. Experience of the



St. George's Hall



Sheffield market demonstrates that new high quality office space will help to continue to set new headline rental levels and this is anticipated in Bradford.

There is limited new space currently available within the Bowl Neighbourhood, the majority being 'secondhand' and therefore not necessarily attractive to inward investors. No.1 The Interchange has been a ground breaking new office development for the city. Pre-let to the Inland Revenue, this development was the largest office investment in 2005 and set headline rents. This demonstrates in very broad terms the role of high quality, centrally located, prime office space within Bradford. There is a need to stimulate the office market further by identifying inward investment opportunities and catering for the expansion needs of indigenous businesses. This can be achieved by:

- creating a recognised central business district
- creating a good mix of commercially viable business space
- improving the central public realm
- promoting high quality and sustainable design
- investing in infrastructure
- creating a vibrant mixed economy, especially an evening economy.

Residential Market

Traditionally there has been little new residential development within the city centre and the residential population is low. However, the market is now gathering pace and there appears to be a high level of interest and activity in the city on the part of residential developers. The increase in demand is affecting sales rates, residential unit prices and land values. All are now increasing rapidly.

The presence of Bradford Centre Regeneration and the positive messages it is gathering is one driver in a buoyant market. Growing pressure on the Leeds market, the delivery of a number of successful developments and substantial developments planned are maintaining growth.

Over 1,600 units currently have planning permissions (October 2006) with more coming forward. City Centre Living is now part of the Bradford residential offer competing with other locations within the region such as Sheffield. The development of the Gate Haus scheme and conversion of Eastbrook Hall will reinforce Little Germany as one of the premier city centre living destinations in the city. These schemes lie on the edge of the Bowl Neighbourhood and it is anticipated that the success here will spill over into the Bowl on its northern edges in the 'Exchange Area'.

There are a number of other residential opportunities to the north of the city centre and then to the south. These will help to reinforce the commercial activity at the core and provide a young and diverse residential population with easy access to the new employment opportunities and leisure and retail facilities. Around 200 apartments are proposed as part of the Broadway mixed use, predominantly retail scheme and there are new build developments proposed in the Cathedral Quarter. The proposed Channel Urban Village can be considered a signature development for Bradford's residential market. Proposed to deliver around 2,000 new homes around a new canal basin, the Channel Urban Village represents an opportunity to literally create a new and contemporary piece of Bradford.

To the south, in the Valley Neighbourhood there are a number of residential opportunities. The Beehive Mills on Thornton Road has permission for 500 apartments and will be one of the largest residential schemes in the city.

Residential development in the Bowl is likely to be limited to maintain the commercial integrity of the area and to maximise the potential to create employment. There will, though, be the opportunity to create mixed use developments incorporating a residential element where appropriate.

Retail and Leisure Market

Bradford's retail and leisure offer has traditionally been weak, with an under representation of national multiple retailers for a city of its size and its large catchment population. This weakness is compounded by its proximity to the strong regional centre of Leeds and easy accessibility of regional out-of-town shopping/leisure centres. Its topography and dispersed centre offer physical challenges which have acted as barriers to investment.



Construction surrounding the National Museum of Photography, Film & Television



This situation is anticipated to change with the development of the £300million Broadway scheme by Westfield. It is clear that Broadway will be a major catalyst for Bradford anchored by a major department store bringing a completely new retail offer. It is envisaged that Broadway will become the main retail area of the city for fashion clothing and related goods.

It is important that areas such as Darley Street, the current prime area, retain a vibrant footfall. A range of specialist retailers are also concentrated around the Rawson Square and North Parade areas of the existing retail core and along Ivegate/Westgate. The Market Neighbourhood aims to build on this offer to create a specialist retail destination at the top of the city centre and an alternative but complementary retail focus to that of Broadway.

In terms of the Bowl NDF, it is considered that the retail offer will centre on small retail units located at ground floor level. These will need to be capable of supporting the business and visitor community on a day-to-day basis. Centenary Square and the area around the proposed Mirror Pool will offer a vibrant focus for leisure providing a place to meet colleagues and business associates during the day and a place to socialise through into the evening.

The recent Centenary Square development within the Bowl and the continuing development of the West End area of the city toward the College and University all reinforce Bradford's emerging commercial leisure market and show significant investment on the part of national and local investors and developers.

Improvements to some of the city's key leisure landmarks (the National Museum of Photography, Film & Television and Alhambra Theatre) within or just on the periphery of the Bowl will cement the leisure offer and make a significant contribution to the city's regeneration.

Property Market Overview

The transformation of Bradford's property market is gathering momentum in all sectors and there is increasing confidence in Bradford city centre as a place in which to invest. Headline rents are being set with major office transactions and there is a need for more quality office space in the centre. The residential market is rapidly developing as the city living concept takes off in Little

Germany and areas close to the Bowl. The retail and leisure core is being restored in the city.

The Bowl provides a unique opportunity to reinforce this activity and create a genuinely mixed use offer with an emphasis on office development and exceptional public realm and public spaces.

4.5 SWOT REVIEW AND SUMMARY

The following table summarises the 'Strengths', 'Weaknesses', 'Opportunities' and 'Threats' (SWOT) of the Bowl Neighbourhood identified through the baseline work and through consultation undertaken with key city centre partners, such as Council officers, developers and landowners.

The key strengths of the Bowl Neighbourhood are its excellent transport links. The Interchange provides high frequency rail and bus services and the central ring road direct car access. Its heritage of high quality historic buildings and its cultural assets clustered around the NMPFT are major assets.

The key weaknesses of the Bowl Neighbourhood are the large areas of derelict or under-utilised land dominated by surface parking. The predominance of car traffic to the detriment of pedestrian linkages and the lack of street level activity in numerous locations are detractors.

There are opportunities to enhance the Bowl and the arrival experience for visitors to Bradford, by improving the balance between pedestrian and vehicular access and enhancing the public realm. Reopening the Bradford Beck and the development of an inner city park will dramatically enhance the setting of City Hall, the development values within the Bowl as a whole and the image of the city centre as a place in which to live, work, learn and visit.

There are a number of threats to the successful regeneration of the Bowl Neighbourhood. These include a possible intensification of vehicular flows through the area, vehicular flows through the area.



Cranes on Bradford's skyline



| STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|--|--|--|---|
| <p>A range of iconic historic buildings – notably City Hall and the adjacent St. George’s Hall. A number of grand Victorian city blocks are also located in the northern part of the Bowl Neighbourhood around Bridge Street.</p> <p>Well served by the public transport network – particularly via the Bradford Interchange which acts as the main city centre transport hub for visitors arriving by public transport.</p> <p>A high concentration of city centre employment – the Bowl Neighbourhood contains some 400 firms, who in turn employ some 12,000 staff.</p> <p>A range of city centre leisure assets – the NMPFT, Alhambra Theatre, St. George’s Hall and Centenary Square are all housed in the Bowl.</p> <p>A number of new commercial developments (Centenary Square and No 1 The Interchange) have helped set the tone for the scale and nature of development activity envisaged for the Bowl in the future.</p> | <p>Vehicular traffic dominates in many parts of the Bowl Neighbourhood with a poor pedestrian environment. The central ring road is a major contributor in this respect.</p> <p>Lack of street level activity at numerous locations, particularly south of Prince’s Way. The large areas of surface car parking, vacant land and degraded landscaping add to the inactivity at a street level.</p> <p>Many existing buildings make a negative contribution to the area – this includes numerous post war developments concentrated in the southern areas of the Bowl Neighbourhood.</p> <p>Apart from Centenary Square, the Bowl lacks public spaces for interaction. Those that do exist are of a poor quality and underused.</p> | <p>Maximising the potential of the Interchange as the principal arrival point to the city centre.</p> <p>Celebrating the built heritage of the Bowl Neighbourhood – City Hall, St. George’s Hall and surrounding blocks all offer significant opportunities for the city centre moving forward.</p> <p>Building on the existing leisure assets. The NMPFT, Alhambra Theatre, St. George’s Hall and Centenary Square all attract significant volumes of visitors to the Bowl – and there is potential to use these assets to capture more.</p> <p>The under-utilised open spaces within the Bowl Neighbourhood offer an opportunity to re-define the area as the meeting point or ‘foyer’ to the rest of the city centre.</p> <p>The range of public sector/ quasi public sector land interests in the Bowl offer an opportunity to capture a substantive share of Bradford’s commercial development activity in the next 15 years or so.</p> | <p>Failure to manage traffic related issues could hold the Bowl back – vehicular flows may well intensify as a result of other development activity elsewhere in the city centre unless properly managed.</p> <p>A lack of integration with surrounding areas could severely constrain the growth potential of the Bowl – as it will only deliver its full potential if properly connected into developments elsewhere.</p> <p>Short term aspirations of the development community could undermine the long term role and function of the Bowl Neighbourhood, if left unchecked.</p> <p>Failure to acquire key sites by the public sector and development partners could complicate the process of re-defining the role and function of the Bowl.</p> |



Centenary Square



5.0 ANALYSIS & STRATEGY DEVELOPMENT

This section uses the background information and baseline assessment to develop a preferred strategy for the Bowl Neighbourhood.

The section first reviews the four strategic projects set out in the Masterplan for the Bowl area to assess their continued value and how they might best be achieved. It uses this analysis, together with that from the baseline assessment, to define an overall regeneration strategy for the Bowl Neighbourhood.

The Strategy will be delivered through four themes for intervention, each of which is discussed in turn throughout this section of the NDF.

5.1 MASTERPLAN STRATEGIC PROJECTS FOR THE BOWL NEIGHBOURHOOD

The Masterplan identified four strategic projects, namely: The Pool, The Pier, The Business Forest and The Interchange. These projects all remain relevant to the NDF but not necessarily in the strategic role proposed in the Masterplan.

The Pool

The Masterplan envisioned the Pool as part fountain, part splash pool, a boardwalk for the summer, ice rink in the winter, with feature lighting and sound system and places to sit, think, meet and reflect. The Pool was designed to create a setting for new restaurant development and kiosks to promote upcoming events and activities.

Lying at the very heart of the Bowl Neighbourhood, the Masterplan envisaged the Pool strategic project as a new city centre park to be assembled out of the amalgamation of various parcels of land, including the existing gardens southeast of City Hall, combined with the complete closure of Channing Way, the narrowing of the section of Hall Ings between Manchester Road and Bridge Street and the demolition of the existing Police Headquarters and Magistrates Courts. At its centre was a lake to be fed by the re-opened Bradford Beck.

Unlike the other strategic projects, the Pool was seen primarily as a high quality public space rather than the site for new development. Yet as a major new public park it would provide a radical new setting for City Hall around which the Pier, the Business Forest and the Interchange are organised.

In terms of realising this project, whilst there is now evidence that the Bradford Beck can be re-established, the Pool needs the new prime commercial development opportunities opened up to contribute in some way to its funding. Therefore the reduction in its scale from that envisaged in the Masterplan and the introduction of the Business Forest are significant and essential developments in the realisation of the project. Crucial to realising this project is the need to relocate the Magistrates Courts from their present location opposite City Hall. An option has been identified to achieve this. The necessary changes to the highway network can be introduced.

Finally, the original concept of a lake as the defining element of a new city centre park somewhat overshadowed the wider benefits of the park through issues of scale, permeability and feasibility. Whilst the practicality of a large water area has been substantiated, dialogue with partners and the wider community has suggested the depth and scale of the pool will need to be reduced from that originally anticipated in the Masterplan. This must be achieved without loss of its impact.

The Pier

The Pier was conceived as having a strong relationship with the Masterplan proposal for a lake. Now that the necessary water studies have been completed, the size and nature of the water area has been changed and the Pier would no longer have the urban design relationship once intended.

Additionally, delivery of the new city park needs to be increasingly seen in the context of the development potential of all adjoining sites and development opportunities. Accordingly, the Pier is now more appropriately seen as part of the Business Forest Office Park rather than a separate development.



The National Museum of Photography, Film & Television



The Business Forest Office Park

The Masterplan envisioned the Business Forest as a continuous wooded landscape in the heart of the city; a new kind of business park inhabited by a flexible mix of small business incubator units, workspaces and larger office buildings with good access to transport, improved car parking and a unique setting with views across the water to City Hall.

Further investigation into the property market has revealed a strategic need for good quality Grade 'A' office floorspace with large floorplates. The viability of small incubator units in this location has also been questioned. Accordingly, the strategic role of the Business Forest has been adjusted to focus on supplying the larger scale requirements of the office market.

In terms of realising the vision of an integrated central business district in a park setting, Bradford Council tested various road closure scenarios. As a result of these detailed studies it has become clear that the aspirations of the Masterplan to greatly reduce the impact of, or even close, Manchester Road and/or Prince's Way are, for the most part, not deliverable for the foreseeable future, due to the unacceptable potential impacts on traffic flows on the wider area. However, some reduction in the width of Hall Ings is possible.

Strategically, the biggest single impact of this is to divide the Business Forest into three separate but nevertheless coherent parts. The first part is contiguous with the Pool creating prime waterside development opportunities, the second on the existing Jacob's Well site and the third and final part sharing the site with the NMPFT and its extension northwards including the Pier.

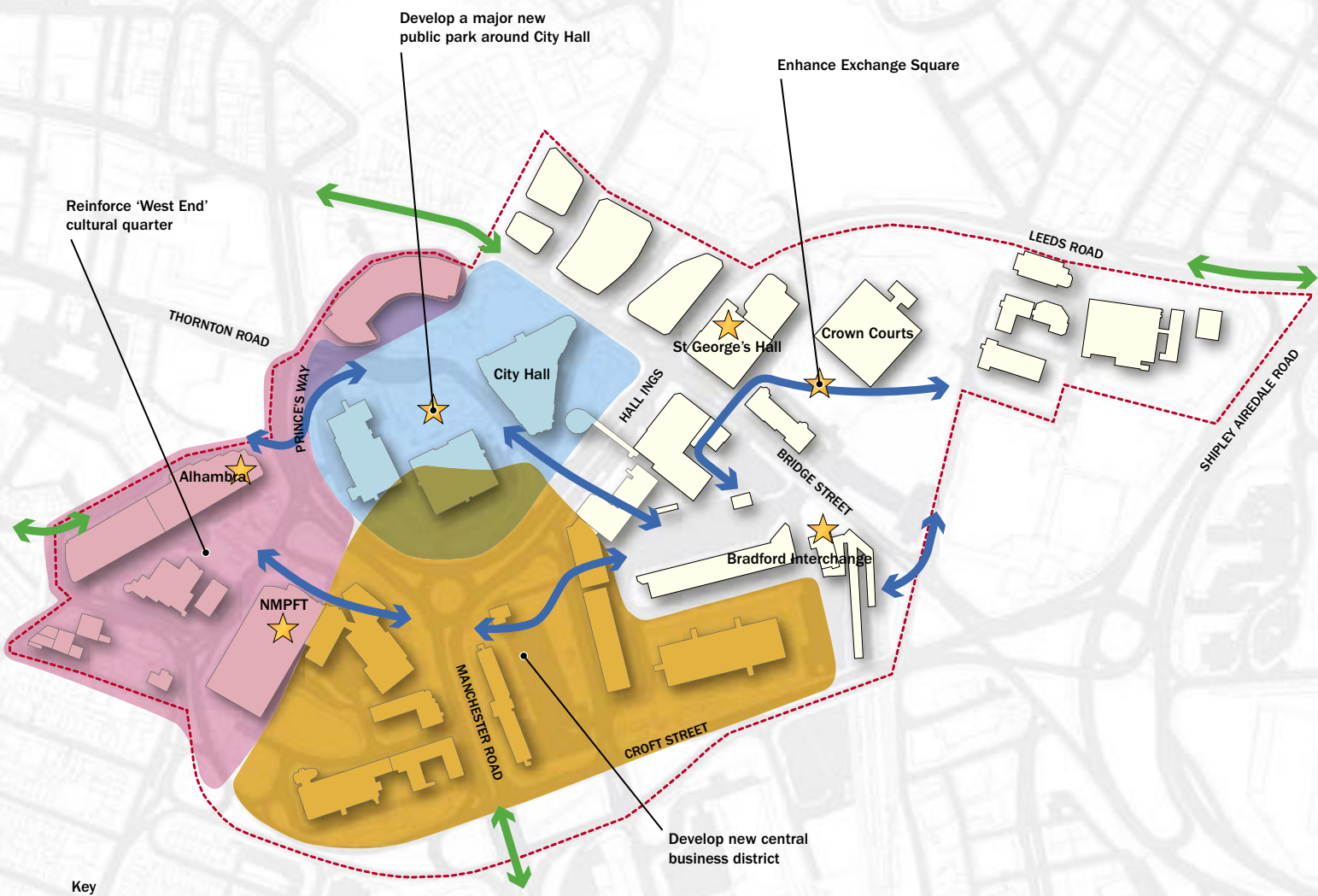
The Interchange

The Masterplan envisioned an extraordinary arrival experience with a direct visual link to the Bowl and City Hall, an expanded mobility hub with a new canopy, an upgraded Interchange Station, new retail space and a 'floating' office building creating a new rooftop canopy for the Hilton Hotel.




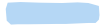



The Masterplan envisaged the upgrading and better integration of the bus and rail stations and accompanying development to achieve a vital step change in the visitor experience.

The opportunity to improve the arrival experience, provide new workplaces, better integrate pedestrian desire lines between the Interchange and the surrounding strategic projects of the Business Forest, City Park and Exchange Square can be delivered and the Interchange can remain as a strategic project.

In terms of realising this project, Metro (West Yorkshire Passenger Transport Executive) have their own current proposals for the upgrade of the Interchange, which will be dependent on decisions on future transport funding priorities.



Key

-  NDF Boundary
-  Area for Leisure Development
-  Area for New Central Business District
-  Area for City Park
-  Centres of Activity
-  Movement within the Bowl Neighbourhood
-  Key Access Routes to the Bowl Neighbourhood



5.2 REGENERATION STRATEGY FOR THE BOWL

The vision for the Bowl remains transformational and differentiating. It will create a pedestrian-friendly 'City Foyer' with a major new public park at its heart and surrounded by an enhanced cultural quarter, new central business district and a dynamic rail/bus Interchange.

The future role of the Bowl in the economy of the city centre is to be the key central business district at the heart of Bradford city centre served by excellent transport and pedestrian links and embedded within a wider outdoor leisure economy that will support vibrant street level activity. Where appropriate, development activity will include some residential components as part of promoting additional new high quality city living.

The success of the regeneration of the Bowl Neighbourhood will be closely linked to numerous other projects, including the feasibility of re-opening Bradford Beck. The Pool and the Beck, as well as creating a noble architectural setting for City Hall, would significantly enhance the attractiveness and value of commercial development opportunities around the perimeter of the City Park.

5.3 EMERGING THEMES FOR INTERVENTION

It is clear from the baseline analysis that there are number of strategic issues (or themes) that will shape the redevelopment of the Bowl Neighbourhood in the next 15 years or so. These themes address both some of the inherent weaknesses in the configuration of the Bowl currently but also some of the major opportunities for growth.

The four main themes are:

- **Improving access and movement.** Vehicular traffic dominates in many parts of the Bowl Neighbourhood and there is a pressing need to both improve the degree to which pedestrians can permeate the highways infrastructure and facilitate better navigation around the prime assets of the Bowl. It is important to ensure that pedestrians can move freely around the Bowl Neighbourhood whilst maintaining an efficient flow of buses and cars in and out of the city centre
- **Raise the quality of the environment.** Far too many parts of the Bowl offer an un-inviting and poor quality environment. Fundamental change in the nature of the public realm, public spaces and streetscape is required if the Bowl is to fulfill its full potential
- **Encourage new development.** The Bowl Neighbourhood offers the greatest opportunity of all four Neighbourhoods to rebuild a new city centre. Major new developments must be well designed and make a positive architectural and landscape statement and, in so doing, enhance the identity of what will become Bradford's central business district
- **Enhance activity.** The leisure and related facilities within the Bowl represent some of the city centre's most prized assets. Facilitating increased usage of these facilities will be one of the principal mechanisms in ensuring Bradford becomes a choice visitor destination, both for the sub region and beyond.



NORFOLK GARDENS

South façade of City Hall, Norfolk Gardens



Improve Access and Movement

This theme is about creating a hierarchy of relative priority; for pedestrians, public transport, buses and cars respectively within the Bowl Neighbourhood. It is essential to ensure all parts of the area are easily accessible for pedestrians whilst at the same time ensuring that traffic and roads, where possible, do not compromise pedestrians or the environment.

The Interchange is a core transformational project for the Bowl and for Bradford. It must provide a unique, exciting visitor arrival experience for the city. Access to car parks is important in an area that will form a key commercial area of the city centre. There are numerous surface car parks in the Bowl Neighbourhood, which are inappropriately sited, and ideally these should be consolidated into fewer, strategically-located sites. This would also serve to release prime sites for commercial and mixed-use developments.

The appropriate level of new car parks, and their location, should be determined by a plan for car parking provision in the city centre being developed by Bradford Council, which forms part of a wider access and movement strategy for the city centre as a whole.

Raise the Quality of the Environment

A high quality environment is essential in making the Bowl Neighbourhood an area where people want to live and work, which people want to visit and, essentially, where developers want to invest.

High quality public space will help to drive up demand for commercial and residential property and increase values. These investments in public realm must incorporate enhanced levels of personal security to ensure that people want to use these areas during both night and day. Ongoing maintenance is also a crucial factor to ensure the quality and attractiveness of public spaces is kept to the highest level.

Encourage New Development

The Bowl Neighbourhood offers the greatest opportunity of all four Neighbourhoods to rebuild a unique new city centre. The area around City Hall is pivotal in this, offering an opportunity to consolidate the city centre office market and raise the quality of provision. It will set a new benchmark for future developments in the

city at large. Other key development opportunities exist at Exchange Court, the Interchange and a new urban village at Leeds Road.

Major new development in the Bowl Neighbourhood must be well designed and contribute positively to the area. It is essential that development of this scale seeks to make a positive architectural and landscape statement and, in so doing, enhance the identity of Bradford's new central business district. The quality of the individual buildings and the environments created will be an important factor in attracting businesses to cluster together in this area.

Although the concept of the business campus is paramount, it nevertheless needs to be balanced with sufficient other activities and functions to ensure that it continues to be vibrant and active outside office hours. This means active ground-level frontages – bars and restaurants especially in waterside locations – and a limited proportion of residential uses brought into the mix.

Enhance Activity

The Bowl Neighbourhood must be an attractive place in which to live, work and visit. Successful city centres thrive on high levels of activity throughout the day and night. Increasing the density of active uses in the Bowl Neighbourhood, especially at street level, will help to deliver a vibrant, secure and economically successful city centre.

Interventions should be focused on making the Bowl Neighbourhood attractive to potential businesses, residents and visitors. The completion of Exchange Square as a vibrant public square filled with activity and the extension of mixed-use and leisure activities westwards from the Leisure Exchange will enliven this part of the city centre. It also has the potential to reconnect parts of the Bowl Neighbourhood to Broadway and Little Germany with the Interchange.

Balancing the mixed-use/leisure theme is the consolidation of a burgeoning legal quarter. It arises out of the need to relocate the existing Magistrates Court to enable creation of the new city park and an opportunity to focus the development of the vacant site adjacent to the Crown Courts.

The ultimate success of the Bowl Neighbourhood will be that it has a recognisable identity. It will become the city centre Neighbourhood, made up of a series of interconnecting quarters each with their own coherent character.



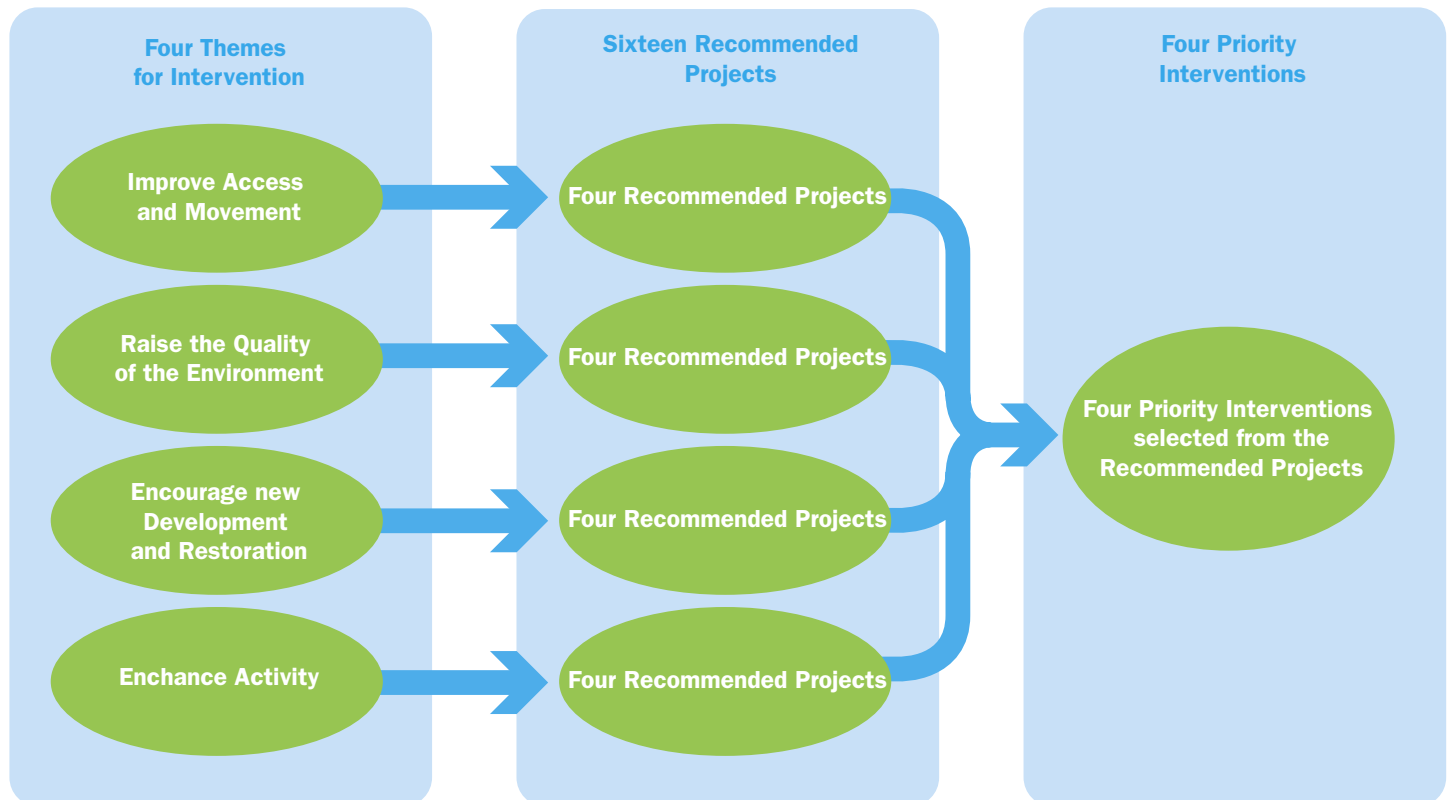
Leisure in the City Centre

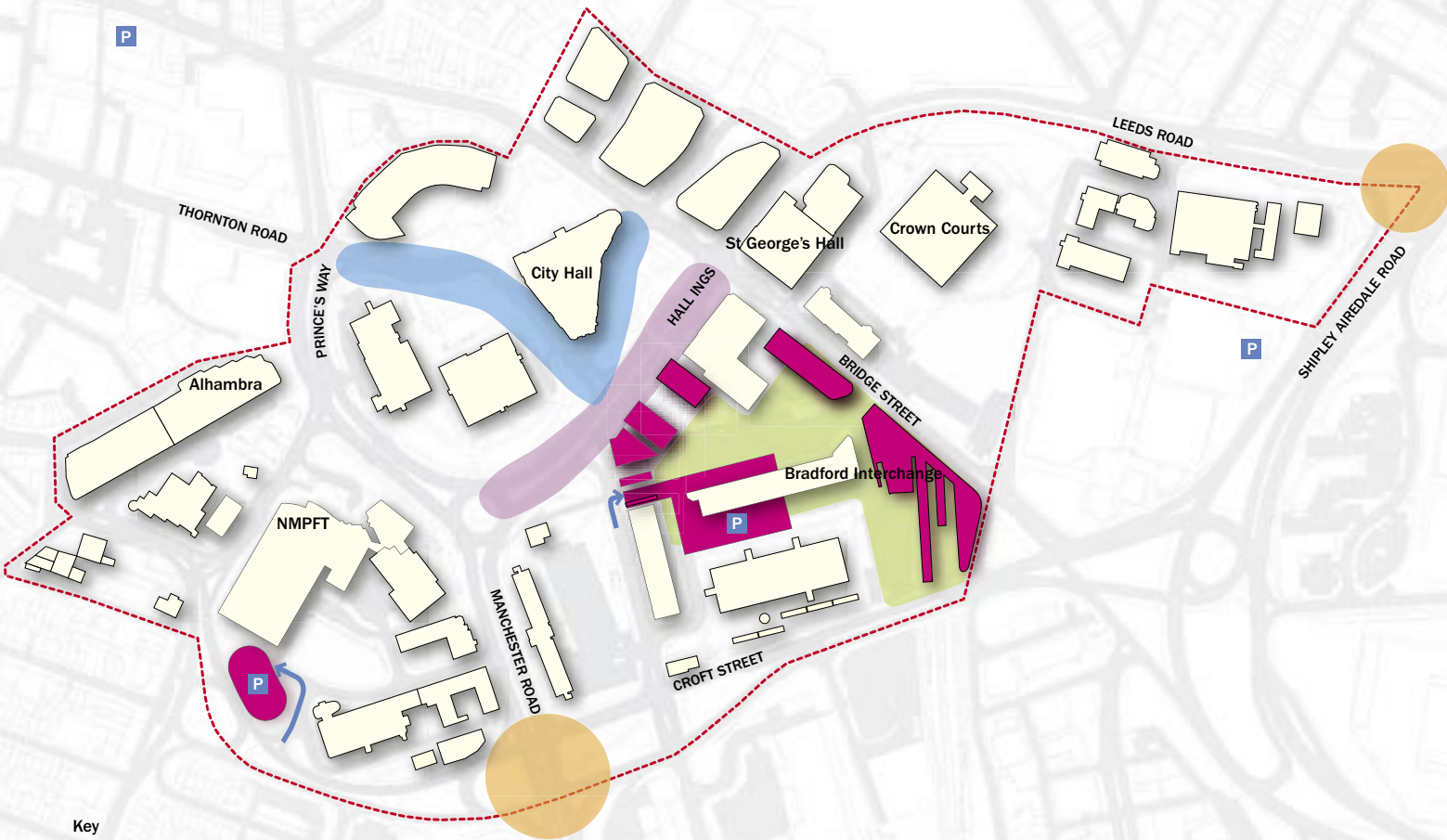


6.0 RECOMMENDED APPROACH









Based upon the Themes for Intervention developed for the Bowl Neighbourhood in Section 5, a series of recommended projects have been identified. In each case, these projects are a direct response to the Baseline Assessment and a contribution to realising the regeneration strategy for the Bowl Neighbourhood.

Four projects have been identified for each theme, which gives a realistic total of sixteen projects to be delivered over the next 15 years. Of these, four prime priority interventions have been selected for early delivery because of their potential to act as catalytic projects and as such help to deliver change. More details of the priority interventions are set out in Section 7; their delivery is considered in Section 8.





Key

-  NDF Site Boundary
-  Pedestrian Dominant Area
-  Hall Ings Downsizing
-  New Development
-  Bradford Interchange
-  City Ring Road Junctions
-  Car Park Access Route
-  Car Park



6.1 IMPROVE ACCESS AND MOVEMENT

The following projects are recommended to improve access and movement in the Bowl Neighbourhood.

The Interchange

The scheme will involve the integration of Metro's own enhancement proposals with the expansion of the existing Interchange underground car park and a range of other proposals.

The existing multi-storey car park on Hall Ings will be relocated (to the rear of NMPFT) balanced by the proposed expansion of the existing Interchange underground car park. This provides the best opportunity to replace what is an architectural eyesore on Hall Ings with a significant new building that will enhance the setting of both City Hall and the Bowl.

Channing Way/Norfolk Gardens Public Realm

This part of the overall City Park project involves the conversion of the Channing Way and Norfolk Gardens existing highways. These proposals are integral to the creation of the City Park and Mirror Pool.

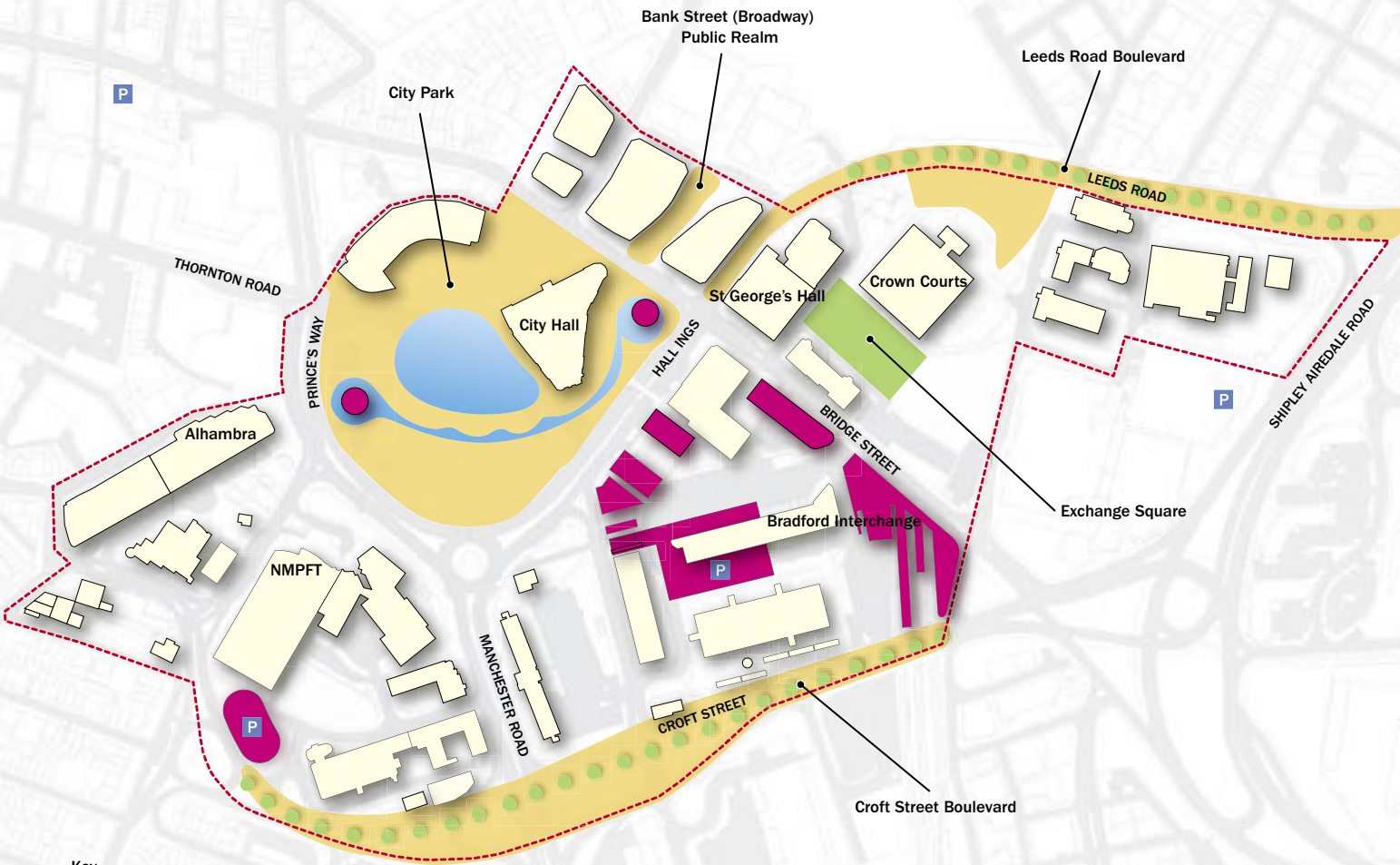
Hall Ings Highway Down-Sizing

Realising the vision of the Masterplan for a new City Park with enhanced pedestrian links to the rest of the Bowl Neighbourhood, will require a re-balancing of vehicular flows and pedestrian flows respectively. Based on preliminary traffic modelling studies carried out by the Council, options are now being considered for re-directing through-traffic away from the centre of the Bowl. A proportionate diversion of traffic away from Hall Ings will facilitate a corresponding reduction in the required road capacity. A sufficient decrease will allow the number of lanes to be reduced and the road to be narrowed.









Reducing the width of the road will lessen the perceived barrier to pedestrians. Repaving the remaining Hall Ings road width and pavements, and Nelson Street similarly, to create a unified surface will transform the space into a pedestrian-priority 'shared surface' – improving connectivity between the Pool, the Business Forest and the Interchange whilst maintaining vehicular access to the centre of the Bowl Neighbourhood.

City Ring Road Junctions

The Masterplan vision of a new City Park, with enhanced pedestrian links to the rest of the Bowl Neighbourhood, will require significant modifications to Hall Ings. Modifications to key junctions of the inner ring road including Leeds Road/Shipleigh Airedale Road and Croft Street/Manchester Road will re-direct through traffic flows away from the centre of the Bowl. The Council is currently investigating all practical options but the timing of such works will be dependent on the phasing of individual developments within the Bowl Neighbourhood.



Key

| | | | |
|--|-----------------------|---|-------------------|
|  | NDF Site Boundary |  | Landscaping |
|  | Enhanced Public Realm |  | New Tree Planting |
|  | Existing Buildings |  | Water Feature |
|  | New Development |  | Car Park |



6.2 RAISE THE QUALITY OF THE ENVIRONMENT

The following projects are recommended to raise the quality of the environment in the Bowl Neighbourhood.

Mirror Pool City Park

The project combines the iconic Mirror Pool, creating a truly noble setting for Bradford's treasured City Hall, with the more naturalistic, contiguous running Beck brought back to the surface after more than a hundred years in hiding.

The Mirror Pool City Park clearly has the potential to add value to the wider Bowl NDF and the whole city centre. City Park will become the heart of the new Bowl Neighbourhood, the heart of the new city centre. City Hall in its new City Park setting becomes the fulcrum from which all the new Neighbourhoods radiate.

Croft Street and Leeds Road Boulevards

Croft Street and Leeds Road are both key strategic roads serving the Bowl Neighbourhood. In the case of Croft Street, the Masterplan envisaged that all traffic could be pushed out to the outer rim of the Bowl thus releasing more land for the Business Forest Office Park. The City Centre Design Guide also examined the disproportionate amount of space, in the form of inaccessible roadside verges, associated with the Bowl's strategic road network.

It is not practical to reduce the space allocated to Croft Street and Leeds Road, as it is a function of their geometry designed to facilitate the efficient movement of vehicles through the city centre. There is nevertheless an opportunity to improve the pedestrian routes that traverse these roads and to upgrade their environment with more formal tree planting that would transform them into city centre tree-lined boulevards, the Bowl Neighbourhood's green lungs.

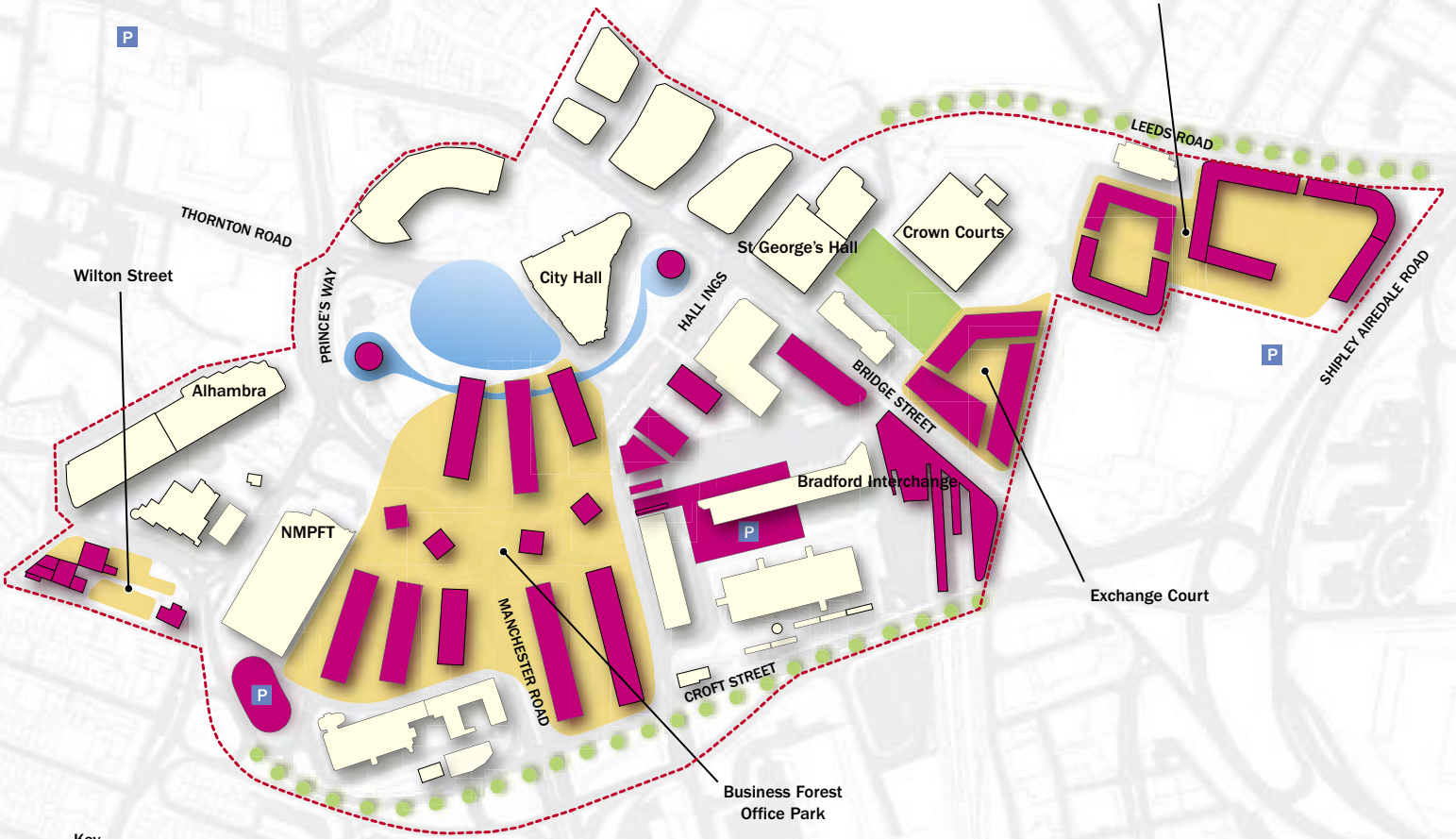
Bank Street (Broadway) Public Realm

Construction of Broadway will commence and its completion will boost the city's retail ranking and attract new operators and shoppers. Key pedestrian routes through Broadway will link Little Germany and the Cathedral Quarter to the city centre and the Bowl Neighbourhood. The existing Broadway pedestrian-only section of the Broadway development will be extended to Bridge Street and the section of Bank Street where they cross, by repaving the existing roads and pavements to create a unified surface, transforming the space into a pedestrian-priority 'shared surface'.









Exchange Square

In conjunction with the proposals for Exchange Court (below) there will be the enclosure of the square with active frontages, the removal of all surface parking and the re-landscaping of the square to facilitate active use by the Great Victoria Hotel and the new development.

Exchange Square will set a benchmark for the nature and quality of public realm in Bradford.



Key

- | | |
|--|---|
|  NDF Site Boundary |  Landscaping |
|  Enhanced Public Realm |  New Tree Planting |
|  Existing Buildings |  Water Feature |
|  New Development |  Car Park |

Encourage New Development



6.3 ENCOURAGE NEW DEVELOPMENT

Development interest in the Bowl Neighbourhood is growing and it is vital to build upon this momentum. It is anticipated that the private sector will take the lead in bringing forward development but this needs to be in the context of the wider strategy for the Neighbourhood and the city centre as a whole. The recommended projects for the Bowl Neighbourhood aim to facilitate and encourage this new development.

The Business Forest Office Park

Just as the theme of the City Park is about the creation of an enhanced public realm at the heart of the city centre, so is the theme of developing a new central business district about bringing commerce back to the city centre and making it visible. The new central business district would be ideally located: overlooking the new City Park and immediately adjacent to the Interchange providing direct links to all public transport as well as being directly connected to the inner ring road.

In contrast to the Victorian quarter of the Bowl, it will comprise a series of free-standing buildings of various sizes, with large flexible floorplates, set in an open informal landscape as an extension of the new City Park, with views right across the new Bowl.

Although the context is significantly different, a potential model for Bradford's new central business park is Chiswick Park in London: a business park campus consisting of high quality, low rise office buildings with large flexible floorplates, in a highly landscaped environment incorporating a central lake. Each of the office buildings surround and look on to the public park, event space and lake that are key features of the overall design concept.

Exchange Court

This project is for a mixed use development on the surface car park that forms the vacant side of Exchange Square. It will include a range of commercial and leisure accommodation including active frontage to the square and the relocation of the Magistrates Court to facilitate City Park. An integral part of the new development will be the opportunity to consolidate the parking requirements for the Great Victoria Hotel and the Magistrates Courts. The building will incorporate a set back in the building line on Bridge Street as a 'passive provision' for the potential future tram alignment that would link Bridge Street with the rail Interchange below ground.

Bradford Centre Regeneration Masterplan envisioned a new area centred on the Crown Courts, with new democratic spaces for the family and juvenile courts. A feasibility study looked into the possibility of relocating the Magistrates Courts (essential to

realising the Masterplan vision for the Bowl Neighbourhood) to the vacant site adjacent to the Crown Courts. This site is well located adjacent to the Crown Courts, is in public ownership and can accommodate the brief for relocating the Magistrates Courts identified in the study.

The new building could fulfill a number of functions including Magistrates Courts, Family Court, Coroners Court and a base for the Probation Service. Two main entrances will be required for the segregation of different groups (Magistrates, Court staff, defendants, witnesses and visitors) and a secure, segregated basement car park needed for Magistrates and Court staff.

Whilst the final brief is subject to further ongoing negotiations, the preliminary assessment for the new facility is a total gross area of 67,000sqft (32,000sqft of specialised areas including double-height Courts and 35,000sqft of non-specialised office areas) together with secure parking for 113 cars.

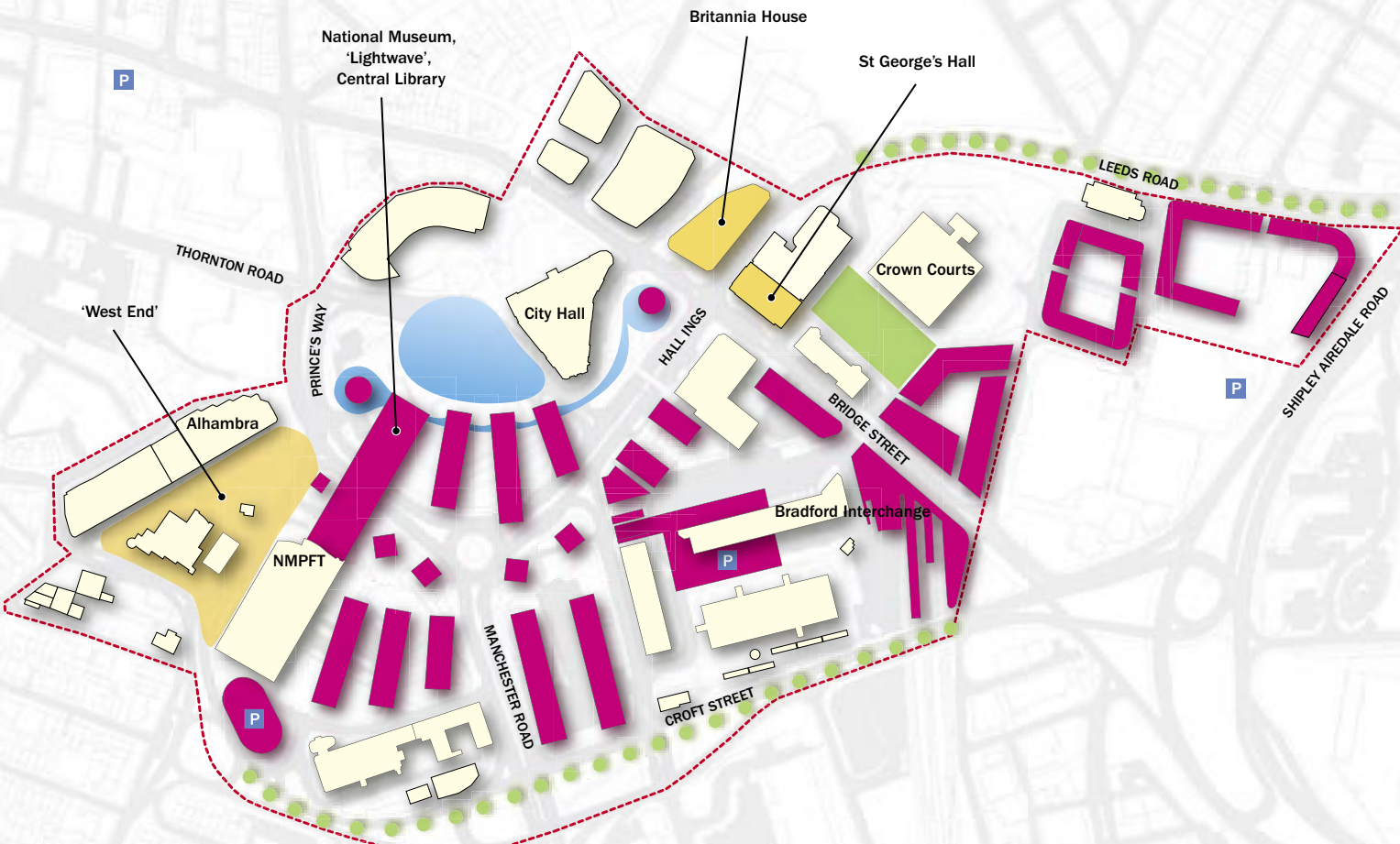
Leeds Road Urban Village

There is currently a general lack of 'urban living' in the city centre of Bradford and this is especially true of the Bowl Neighbourhood. Residential development has boosted city centre vibrancy, shifted market aspirations and attracted further inward investment and most of all brought life to the city centre outside office hours. A greater mix and higher density of development in the Bowl Neighbourhood will help the city centre to become more vibrant and therefore more economically successful.









Residential development on the current Yorkshire Water site would provide a bridge between the commercial hub of the Bowl Neighbourhood and Little Germany that is in the process of maturing into a significant city centre residential area. The scheme would be supported by appropriate mixed-use amenities with high-quality green spaces and safe, well-lit streets.

Wilton Street

In the southwest corner of the Bowl Neighbourhood between Chester Street and Wilton Street is a transitional urban block between the predominantly residential streets to the south and the primary road network of the city centre. Although the block includes a Grade II Listed building on the corner of Little Horton Lane, the remainder is a patchwork of isolated buildings, vacant sites and surface car parks. There are opportunities for modest, new build, mixed-use, infill developments that could help to repair the urban fabric and re-establish a more unified streetscape with some ground level active frontages to improve the environment and increase security.



Key

-  NDF Site Boundary
-  Enhanced Public Realm
-  Existing Buildings
-  New Development
-  Landscaping
-  New Tree Planting
-  Water Feature
-  Car Park



6.4 ENHANCE ACTIVITY

The projects recommended below build upon existing activity to consolidate the regeneration of the Neighbourhood and in so doing complement recommended projects in other themes.

St. George's Hall

Bradford Council commissioned Bonnar Keenlyside & LDN Architects to carry out a feasibility study to look at incorporating new Concert Hall and Conference facilities in St. George's Hall and restoring the building to its former glory. Built in 1851–1853 as a classical concert hall, it is one of the key listed buildings within the Bowl Neighbourhood, together with the Great Victoria Hotel and City Hall itself that line both sides of Bridge Street.

St. George's Hall presents a significant opportunity to develop a cultural development of landmark significance building on the strengths of the current provision and facilities.

Britannia House

Britannia House is an office and retail building currently occupied by Council Departments, ground floor shops and advice centres. Facing City Park and adjacent to St. George's Hall and the central shopping area, it could be revitalised by more active ground floor uses and conversion to high quality apartments. This would permit a prominent city centre building to enhance activity in this neighbourhood.

National Museum 'Lightwave' scheme

The National Museum of Photography Film and Television (NMPFT) is a cultural institution of national standing. NMPFT is currently investigating options for potentially developing itself into a wider museum of media and is drawing up a master-plan for development both within its current building and, in the future, as an expansion of its footprint.

NMPFT is also involved in the 'Lightwave' Partnership with the Council, the University, Bradford Centre Regeneration and other key stakeholders. It is investigating options for a possible joint venture in a shared building developed around the notion of a 'media hub' with an expanded museum, new style library, university learning component and possibly live media businesses.

Common to all the options under consideration by NMPFT are two key requirements to enhance the activity of the museum:

- Improve connectivity to the city centre (current pedestrian subways are very unattractive and Prince's Way is a major barrier to pedestrian movement)
- Improve car parking facilities close to NMPFT (current lack of parking is a major disincentive to visitors)

The Lightwave concept can enhance the activity of the museum by physically linking it with the other side of the road – thus embedding it into the Pool by means of a public promenade (pedestrian footbridge) physically linking the old and the new and providing the opportunity for NMPFT to expand.

'West End'

Framed by the listed Alhambra Theatre and the National Museum of Photography Film and Television, the 'West End' development will position this part of the city centre as the leading leisure and entertainment quarter. Improved pedestrian connectivity between the 'West End' of the Bowl Neighbourhood and the Valley Neighbourhood will reinforce the natural cluster of activities providing increased opportunities for further similar activities to strengthen and sustain this destination.

Bowl NDF Intervention Strategy

| Theme for Intervention | Recommended Projects |
|---|--|
| Improve Access and Movement | <ul style="list-style-type: none"> • The Interchange • Channing Way/Norfolk Gardens Public Realm • Hall Ings Highway Down-sizing • City Ring Road Junctions |
| Raise the Quality of the Environment | <ul style="list-style-type: none"> • Mirror Pool City Park • Croft Street and Leeds Road Boulevards • Bank Street (Broadway) Public Realm • Exchange Square |
| Encourage New Development | <ul style="list-style-type: none"> • The Business Forest Office Park • Exchange Court • Leeds Road Urban Village • Wilton Street |
| Enhance Activity | <ul style="list-style-type: none"> • St. George's Hall • Britannia House • National Museum 'Lightwave' scheme • 'West End' |

The strategic regeneration focus in the Bowl Neighbourhood is on new development: hence two of the Priority Projects identified are in 'Encourage New Development' and there isn't one in 'Enhance Activity'. But Enhance Activity is best understood as a generic project, as the Bowl is the meeting place of the city centre, the key destination, and as far as possible all projects in the Bowl should encourage, if not directly contribute to, enhanced activity.



7.0 PRIORITY INTERVENTIONS

Four priority projects have been selected for the Bowl Neighbourhood from the list of 16 projects recommended in Section 5. They have been selected on the grounds of their potential to act as catalysts that will deliver the Bowl Neighbourhood strategy and confirm the strategic projects of the Masterplan. They are:

- Mirror Pool City Park
- The Business Forest Office Park
- The Interchange
- Exchange Square

The delivery of these priority interventions will have the effect of reinforcing the positive momentum for change in the Bowl Neighbourhood, increasing private sector confidence and achieving the crucial step change in attitudes towards the city centre as a whole. The priority interventions are a response to issues raised in the Baseline Assessment as well as also delivering positive outcomes in their own right.

Balancing the vision of the original Masterplan on one side with the evidence accumulated as part of the baseline analysis on the other, these Priority Interventions have evolved in response to a combination of factors including changed market conditions and developments already in the pipeline. They also take into account issues of affordability and deliverability, and will require the involvement of key stakeholders and city centre partners to deliver them.

Whilst the resulting Priority Interventions are recommended to Bradford Centre Regeneration, Bradford Council and other city centre partners, as strategic catalytic projects, the full range of projects identified above, as part of the recommended strategy, will both individually and collectively contribute to the wider regeneration of the Bowl Neighbourhood and the city centre as a whole.



Mirror Pool City Park



7.1 MIRROR POOL CITY PARK

Description

A new City Park for the Bowl Neighbourhood and the heart of the city centre will be located on the existing Channing Way and three parcels of land (Centenary Square, Norfolk Gardens and the site currently occupied by the Police Headquarters and Magistrates Courts).

Within this new City Park there will be a symbolic opening up of Bradford's watercourses, bringing them back to the surface to feed a Mirror Pool, at the centre of the city, that also symbolises the wider opening up and regeneration of Bradford as a whole. The running Beck could be brought back to the surface on the western side of the Bowl, in the vicinity of the Alhambra Theatre, and run anti-clockwise around the Bowl before exiting on the eastern side adjacent to City Hall. Combined with the more naturalistic running Beck, and occupying the very centre of the city will be the more formal, static 'Mirror Pool' reflecting City Hall in all its glory.

The Mirror Pool will be set within a robust boardwalk, with places to sit, think, meet and reflect. As it is a reflective mirror pool, as opposed to a more naturalistic lake, the water will generally be very shallow across the entire site to facilitate multiple activities such as a splash pool and ice rink but also to make it easy to clean and to drain for future maintenance. It is also essential to ensuring a safe environment for children (without recourse to any kind of barrier all the way around which would cut off access to the water).

In deliberate contrast to the Mirror Pool, the running Beck, by definition, will be more variable in depth as it will be restored to its naturalistic state as a running stream framed by lush planting on its banks. As such it will bring the sound of running water to the City Park, running constantly through the space. The main water feature, the Mirror Pool, however, will be capable of being temporarily drained (or covered) to cater for occasional large public outdoor events.

Purpose

The purpose of the Mirror Pool is to create a significant new public space in the form of a city centre water park, that puts the heart back into the city centre, creates a more noble setting for Bradford's civic heritage and as the topographic centre of the Bowl, to create an architectural focus for Bradford city centre comparable with the best European cities. In so doing, it will also, crucially, drive regeneration projects in the rest of the Bowl Neighbourhood by raising land values around its perimeter and increasing overall levels of activity.

Catalytic Impact

As has already been the case since the publication of the Masterplan, the iconic nature of the Mirror Pool is such that it will continue to attract widespread public interest and promote Bradford city centre as a place to invest for local and national investors alike. It will improve pedestrian connectivity within the Bowl Neighbourhood and the NMPFT, the Business Forest Office Park, the Interchange. The other Neighbourhoods will all benefit from increased activity, increased demand and increased value for commercial and residential developments.



BRIDGE STREET

BROADWAY

Centenary Square

Mirror Pool

City Hall

Café, Bar Pavillion

Bradford Beck

Residential

'Lightwave'

Offices

Offices

Offices

HALLINGS

Public Footbridge

Key

- Priority Intervention Area Boundary
- Hard Landscape
- Soft Landscape
- Water
- Trees
- New Development

Mirror Pool City Park

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Delivery

The land needed for the Mirror Pool City Park is predominantly under some form of public control. The Pool is assembled from the amalgamation of the existing Police Headquarters and Magistrates Courts sites, and the existing gardens southeast of City Hall, combined with the closure of Channing Way and the narrowing of Hall Ings between Manchester Road and Bridge Street only. Bradford Centre Regeneration are in ongoing discussions with the Magistrates Courts about potentially relocating to Exchange Square, providing a replacement for the existing building (see Exchange Square below).

Timescales

Because of its strategic catalytic impact on the Bowl Neighbourhood as a whole, the intention would be to progress the project as soon as possible, but this is unlikely to be before 2009. This is due to the fact that key enabling works would need to be in place first: traffic management measures to re-direct cars and buses away from the centre would need to be in place before any road closures could follow and a new Magistrates Courts would need to be built before the existing building could be demolished. It is also likely that the phasing of the Mirror Pool will be tied to the first phase of the Business Forest Office Park.

Associated Projects

Due to its iconic significance and geographic location the Mirror Pool City Park will impact on many other projects within the Bowl Neighbourhood.

The Mirror Pool City Park as a project is clearly most associated with the delivery of the Business Forest Office Park. To deliver the ambition of the Masterplan for development of the highest quality in the Bowl Neighbourhood, the creation of the Mirror Pool City Park must go hand in hand with the creation of Phase 1 of the central business district – one creates value for the other.

With the completion of the Mirror Pool City Park, the Broadway 'Shared Surface' would enhance pedestrian flows between the Pool and the Broadway retail development, increasing activity and demand along the route.



View of the Business Forest Office Park from the National Museum of Photography, Film & Television



7.2 THE BUSINESS FOREST OFFICE PARK

Description

The Business Forest Office Park will be a new central business district for Bradford, raising the quality of provision to set a new benchmark for future developments in the city. Overlooking the Mirror Pool City Park, the Business Forest will be situated immediately adjacent to the upgraded Interchange, providing direct links to all public transport as well as being directly connected to the inner ring road.

The Business Forest Office Park consists of high quality, low to medium rise, free-standing office buildings, of variable size, with large flexible floorplates, set in a semi-informal natural landscape. Although the concept of the business campus is paramount, the Business Forest Office Park will be balanced with active ground-level frontages - bars and restaurants - and a limited proportion of residential uses to ensure that it continues to be vibrant and active outside office hours. Due to its sheer scale and geographical configuration, the Business Forest Office Park logically breaks down into three constituent elements, likely to be translated into three phases of delivery between now and 2020.

To maximise sustainability and value, and interconnectedness, the fingers of the Business Forest will extend right up to the edge of the Mirror Pool to support waterside development (A3/A4 uses and residential development) that will bring vibrancy to the new City Park and activity beyond office hours.

Adjacent to City Hall, Phase 1 will contain three free-standing office buildings, with large flexible floorplates, that will form the front row of the wider Business Forest Office Park, sitting on top of a shared single-level basement car park. A3/A4 waterside uses (bars/café/restaurants/pubs) will occupy the ground level, together with transparent office entrance/reception areas (to the elevated offices) that will face directly onto the enhanced, pedestrian-priority Hall Ings. Completing the ensemble of waterside buildings will be an elevated residential pavilion.

Phase 2 will occupy the site of the existing Jacob's Well Council offices and the adjacent car park site, combined with the narrowing of Hall Ings between Manchester Road and Bridge Street only. Two approximately equal and nearly parallel free-standing office

buildings, with large flexible floorplates, will form two 'fingers' on the highest row of the wider Business Forest Office. A3/A4 uses (bars/café/restaurants/pubs) at ground level will be concentrated alongside key pedestrian routes. Drop-off and vehicular access to the office buildings will be via Nelson Street with limited ground-level undercroft parking below the offices only.

Phase 3 will be assembled from the areas surrounding the NMPFT, including the existing Library. The Pier will form the western boundary to the Business Forest. Exploiting the natural topography of the site, it will be an extension northwards from the current main entrance of the NMPFT, centred around a public stair and lift providing a major new pedestrian promenade over the existing Prince's Way. The Pier will sit between the office buildings and the residential pavilion. Its waterside location overlooking the Mirror Pool will provide commercial opportunities for shared facilities such as bars, café and restaurants. The Pier will also incorporate a series of screens for creative 'digital works' and performances as a focal point for the Mirror Pool City Park and a showpiece for Bradford. Future expansion of the NMPFT will be accommodated below the public promenade of the Pier, either side of Prince's Way facilitating the required mix of waterside and 'black box' functions.

Purpose

The purpose of the Business Forest Office Park is to create a 21st century central business district in the heart of Bradford city centre, which also provides a range of ancillary leisure and retail uses. It will capitalise on the new waterside environment of the Mirror Pool City Park, and create a balance of residential uses to ensure it continues to be a vibrant and active environment outside office hours.

Catalytic Impact

The scale of the Business Forest Office Park is such that it will attract national as well as local investors into the city centre, promoting Bradford as a place to invest. It will also present the new face of Bradford as a growing centre for service industries. The open plan nature of the office campus will offer improved pedestrian connectivity as well as stunning views across the Bowl Neighbourhood, and opportunities in terms of increased activity and demand in areas currently cut off from the centre.



Key

- Priority Intervention Area Boundary
- Hard Landscape
- Trees
- Soft Landscape
- New Development



Delivery

The Business Forest Office Park is by far the largest of the strategic catalytic projects within the Bowl Neighbourhood and contains the majority of the new development opportunities. It cannot and should not be delivered all at once. It is naturally subdivided into three constituent parts by the combination of Manchester Road and Prince's Way; the first contiguous with the Mirror Pool; the second occupying the Jacob's Well site and the third occupying the space adjacent to NMPFT. These will be translated into three respective phases, likely to be delivered over the next 10 to 15 years. All the land needed for the Business Forest Office Park is predominantly under some form of public sector control.

Phase 1 is partly assembled from the amalgamation of the Magistrates Courts site, combined with the narrowing of the section of Prince's Way between Manchester Road and Bridge Street only.

Phase 2 is assembled from the existing Jacob's Well Council offices and the adjacent car park site, combined with the narrowing of Hall Ings between Manchester Road and Bridge Street. Bradford Council is a significant occupier of office accommodation in the city centre including City Exchange and Britannia House as well as Jacob's Well. It is currently reviewing its strategy for short and long term accommodation needs but recognises the importance of its presence in the city centre and the opportunity for this to facilitate delivery of Masterplan proposals, especially in the context of the Business Forest.

Phase 3 is assembled from the areas surrounding NMPFT including the existing Library.

Timescales

For various logistical reasons it is proposed to deliver this scheme in three phases. Due to the sheer scale of the office campus it also makes sense to spread the delivery of individual office buildings onto the market over at least a 10-year period. Phase 1 is likely to commence in 2009, following the completion of traffic management measures, to re-direct cars and buses away from the centre to enable the necessary road closures. A new Magistrates Court will need to be built before the existing building can be demolished. It is also likely that Phase 1 of the Business Forest Office Park will be tied into the phasing of the Mirror Pool City Park.

Following completion of Phase 1 of the Business Forest Office Park, Phase 2, on the Jacob's Well site would commence in 2011 with the offices to be delivered in two stages. Phase 3 would commence in 2015 once the NMPFT has been reconfigured and the Pier constructed, enabling the remainder of the site to be cleared for new development.

Associated Projects

The delivery of the Business Forest Office Park is most closely associated with the Mirror Pool City Park project. To deliver the highest quality of new commercial development in the Bowl Neighbourhood, the creation of the Mirror Pool City Park must go hand in hand with the creation of Phase 1 of the central business district – one creates value for the other.

The Pier, as an extension of the NMPFT, is embedded in Phase 3 of the Business Forest Office Park as well as forming the western boundary of the Business Forest as a whole. The Pier will benefit from its waterside location overlooking the Mirror Pool City Park. This will increase footfall and pedestrian activity as well as providing commercial opportunities for shared facilities such as a bar, café and a restaurant.

With the completion of Phase 1 of the Business Forest Office Park, the narrowing of Hall Ings would enhance pedestrian flows between the Mirror Pool City Park and the Interchange, resulting in increased activity and demand.



The Gateway Building at the Interchange



7.3 THE INTERCHANGE

Description

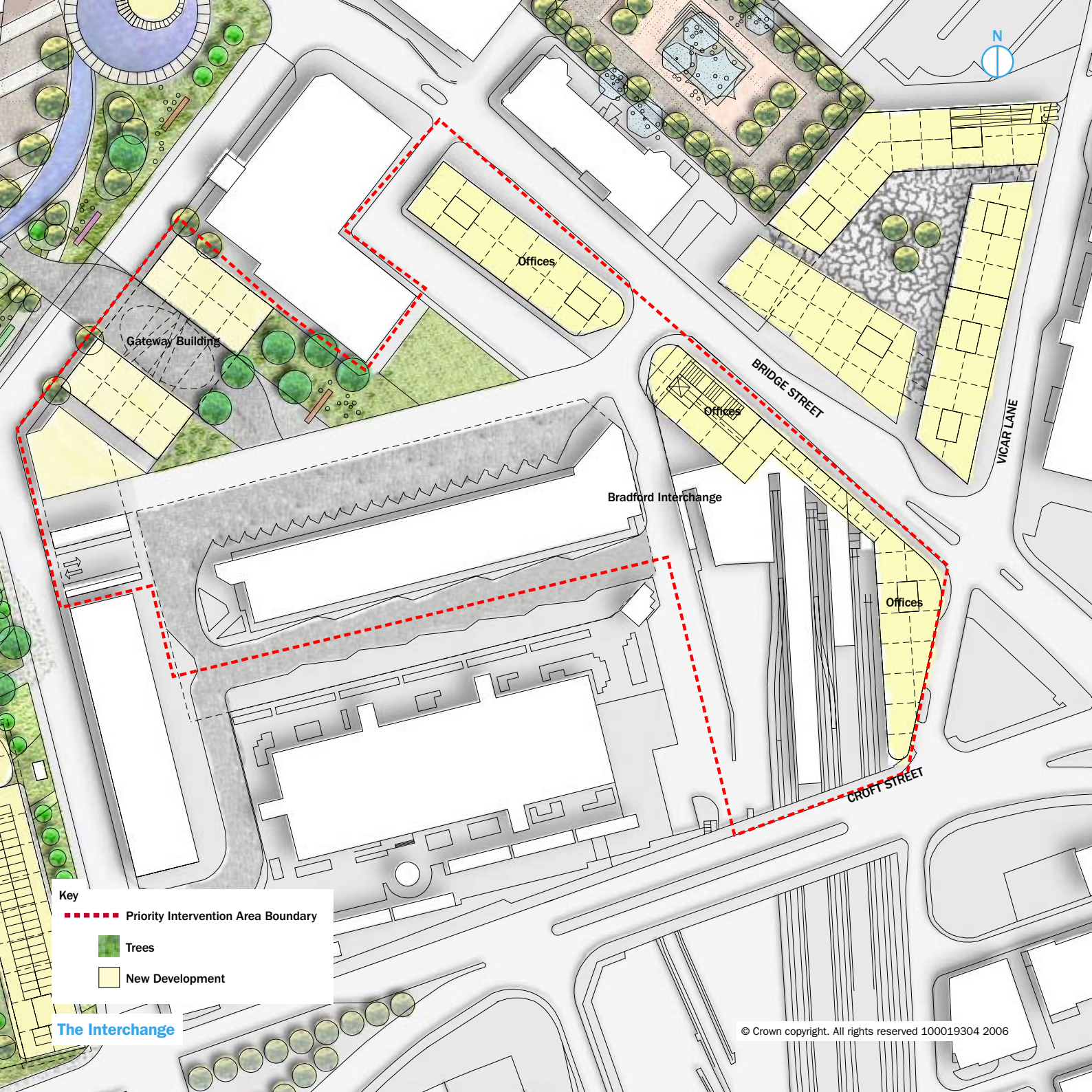
The Interchange will be transformed into a unique and exciting visitor arrival experience: the gateway to the Business Forest Office Park, to the Mirror Pool City Park, to Exchange Square and to the wider Bowl Neighbourhood and city centre.

The Interchange will combine new commercial development opportunities, with Metro's proposals for an enhanced bus/rail Interchange, as contained in their own proposals submitted in 2004 to central government for funding (the government deferred the decision until the completion of the current study), which envisaged an at-grade covered link between trains and buses, a major upgrade of the current Lower Concourse facilities and the construction of development fronting onto Bridge Street, extending from the existing rail entrance down towards the rear of the Hilton hotel.

As with the Broadway retail development, it will be vital for the key pedestrian routes to penetrate what is currently an impenetrable urban block – to improve pedestrian connectivity with Exchange Square, Little Germany, the Business Forest Office Park, the NMPFT, the Mirror Pool City Park and the Bowl Neighbourhood as a whole. As well as boosting passenger numbers using the Interchange and public transport by addressing issues such as convenience of access, ease of orientation, night-time security, weather protection and an enhanced environment the scheme will also increase footfall and therefore demand for station retail space.

Working within the constraints of the existing Interchange footprint, the configuration of the bus/rail Interchange, the existing mix of functions and the recent commercial redevelopments around the perimeter of the site, the Interchange will achieve a step-change in the passenger experience. Sitting directly below the current bus station, the underused and largely unseen, former central bus garage will be internally re-planned, to improve passenger flows, upgrade access for all (as required under the Disability Discrimination Act), enhance key pedestrian routes through the site and make better commercial use of a significantly underused asset. The Bingo Hall will be retained within the overall basement footprint but reconfigured to suit optimized passenger flows.

Slotted into the existing former bus garage structure and headroom, will be a new mezzanine car park level (also accessed from Nelson Street), achieving a minimum 50% increase in the number of spaces (partially to offset the relocation of the above-ground multi-storey car park to the adjacent NMPFT site) whilst reducing the existing basement car park footprint area. The combination of removing the multi-story car park and the internal re-planning below will enable a fundamental step-change in the relationship of the Interchange to City Hall and the Mirror Pool City Park, the gravitational centre of the Bowl Neighbourhood, in the form of the Interchange Gateway.



Gateway Building

Offices

Offices

Bradford Interchange

Offices

BRIDGE STREET

VICAR LANE

CROFT STREET

Key

- Priority Intervention Area Boundary
- Trees
- New Development

The Interchange



Breaking through onto Hall Ings, and framing the view of City Hall, in its new setting, will be the Interchange Gateway: the symbolic announcement to visitors that they have arrived at the new Bradford city centre. The Interchange Gateway will replace the high-level pedestrian footbridge and the existing multi-storey car park, a major urban eyesore immediately opposite City Hall, with a significant contemporary building that will enhance the setting of both City Hall and the Bowl Neighbourhood. It will comprise twin office buildings, linked by an atrium and a high-level bridge providing large deep-plan floorplates with stunning views over the Mirror Pool City Park and A3 uses (bars/café/restaurants) on the ground level. The top two floors above the atrium will provide large, flexible open-plan offices (potentially incorporating double-height conference facilities) with stunning views of the Mirror Pool City Park and the wider city centre.

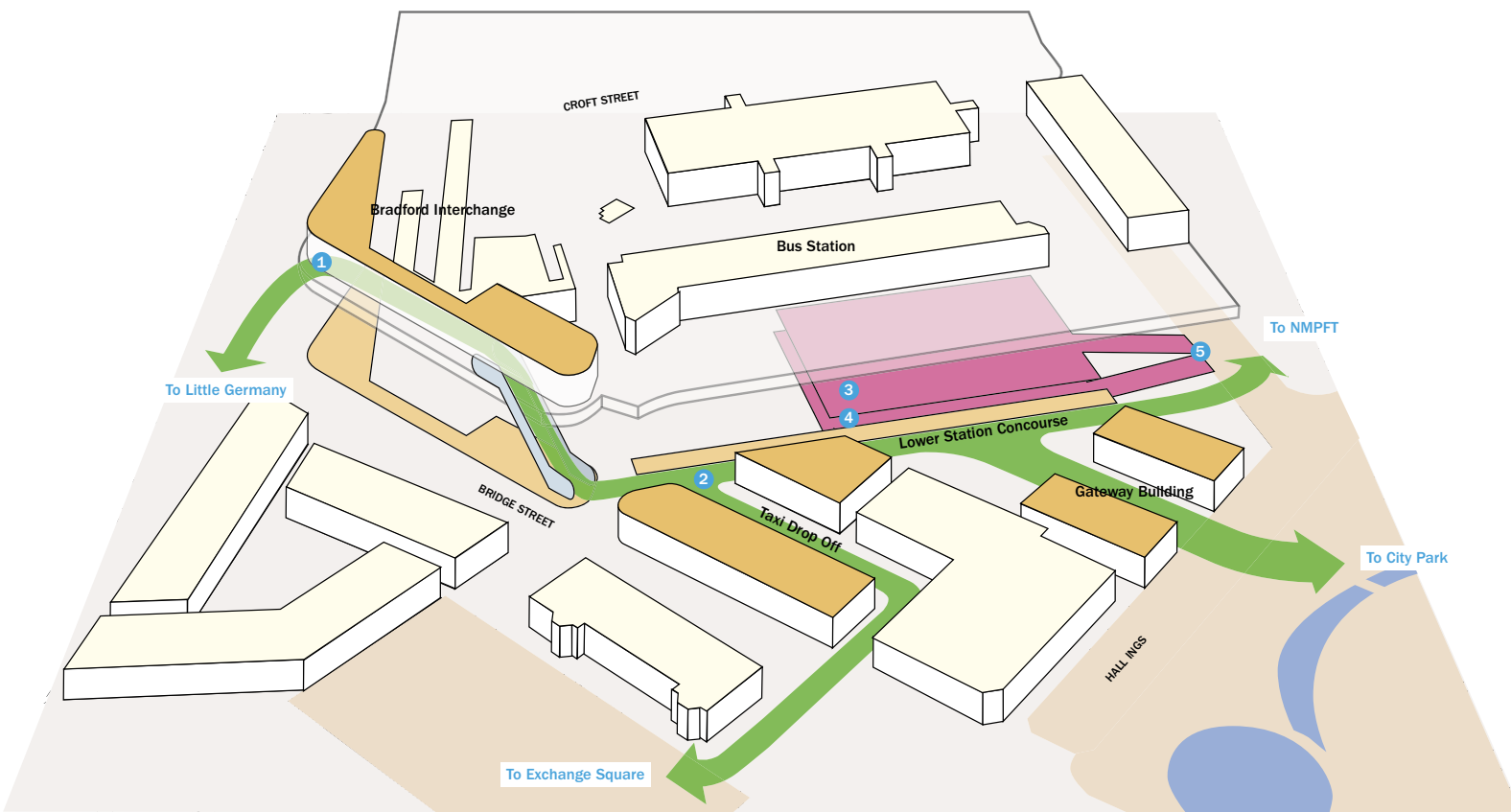
Hall Ings will be narrowed outside the Interchange Gateway and will be repaved to transform the space presently dominated by the carriageway space into a pedestrian-priority 'shared surface' to enhance connectivity between the Interchange and the Mirror Pool City Park, whilst maintaining vehicular flows and access.

The existing police and visitor parking will be removed from the existing Interchange forecourt and incorporated into the enlarged basement car park. Only the taxi drop-off will be retained in its existing location to serve the Interchange and adjacent commercial developments.

A pair of office buildings with large flexible floorplates will follow the incline of the street and enclose the Interchange as seen from Bridge Street and frame the existing bus station entrance, opposite the Great Victoria Hotel.

Purpose

The primary purpose of the Interchange is to enhance a key gateway into the city centre and create a 21st century transport Interchange to serve the new central business district and the city centre. It will encourage the use of public transport and raise the spirits of the travelling public by improving accessibility and pedestrian connectivity. It also provides an enhanced range of station retail uses, to capitalise on the increased footfall and improved environment. It includes additional perimeter office developments, benefiting from the enhanced transport links and views of the Bowl Neighbourhood.



Key

- Passenger flows
- Station retail
- Other Buildings
- Carpark

- 1 Upper Station Entrance
- 2 Lower Station Entrance
- 3 Upper Carpark
- 4 Lower Carpark
- 5 Carpark Entrance

Interchange Passenger Flows



Catalytic Impact

A landmark building, in the form of the Interchange Gateway, will help to reinforce the image of Bradford as a successful and developing city. As a key rail terminus for visitors from the region and from London, the Interchange must deliver the appropriate arrival experience. Sitting at the centre of the Bowl Neighbourhood, the impact of the new Interchange would be to support all the other redevelopments immediately surrounding it, in particular the Business Forest Office Park.

Delivery

This project is likely to be led by a private sector development partner with close links to Metro and Network Rail. Funding for the public transport component could be available from a combination of Metro (who already submitted their own proposals to central government in 2004) and the train operating company. Bradford Centre Regeneration and the Council will have an important role in bringing the stakeholders together and in promoting the goals of the project. As well as the commercial opportunities for station related retail, there are substantial opportunities for office developments around the perimeter of the Interchange that could be developed independently or in parallel with the upgrade of the Interchange.

Timescales

This is a medium-term project. The existing multi-storey car park on Hall Ings would almost certainly only be demolished after the completion of the new multi-storey car park adjacent to NMPFT. This would enable the iconic Interchange Gateway to commence in 2011, together with the internal upgrade and re-planning of the Interchange. Because of the nature of the site, and the need to maintain all transport operations, the other office buildings would only be completed as a series of discrete, sequential construction phases over a longer period of time.

Associated Projects

The Interchange will support the delivery of all the projects surrounding it primarily through improved pedestrian access and connectivity, particularly linking the Business Forest Office Park and the Mirror Pool City Park and increased retail footfall as a direct result of increasing passenger and pedestrian flows.



Exchange Square



7.4 EXCHANGE SQUARE

Description

The Exchange Square project will see the completion of a new formal civic square within the Bowl Neighbourhood and bring new life to this part of the city centre. Enclosure of the fourth side of the Square with the proposed new mixed use Exchange Court development along with the Great Victoria Hotel and refurbished St. George's Hall will create a focal point for outdoor activity.

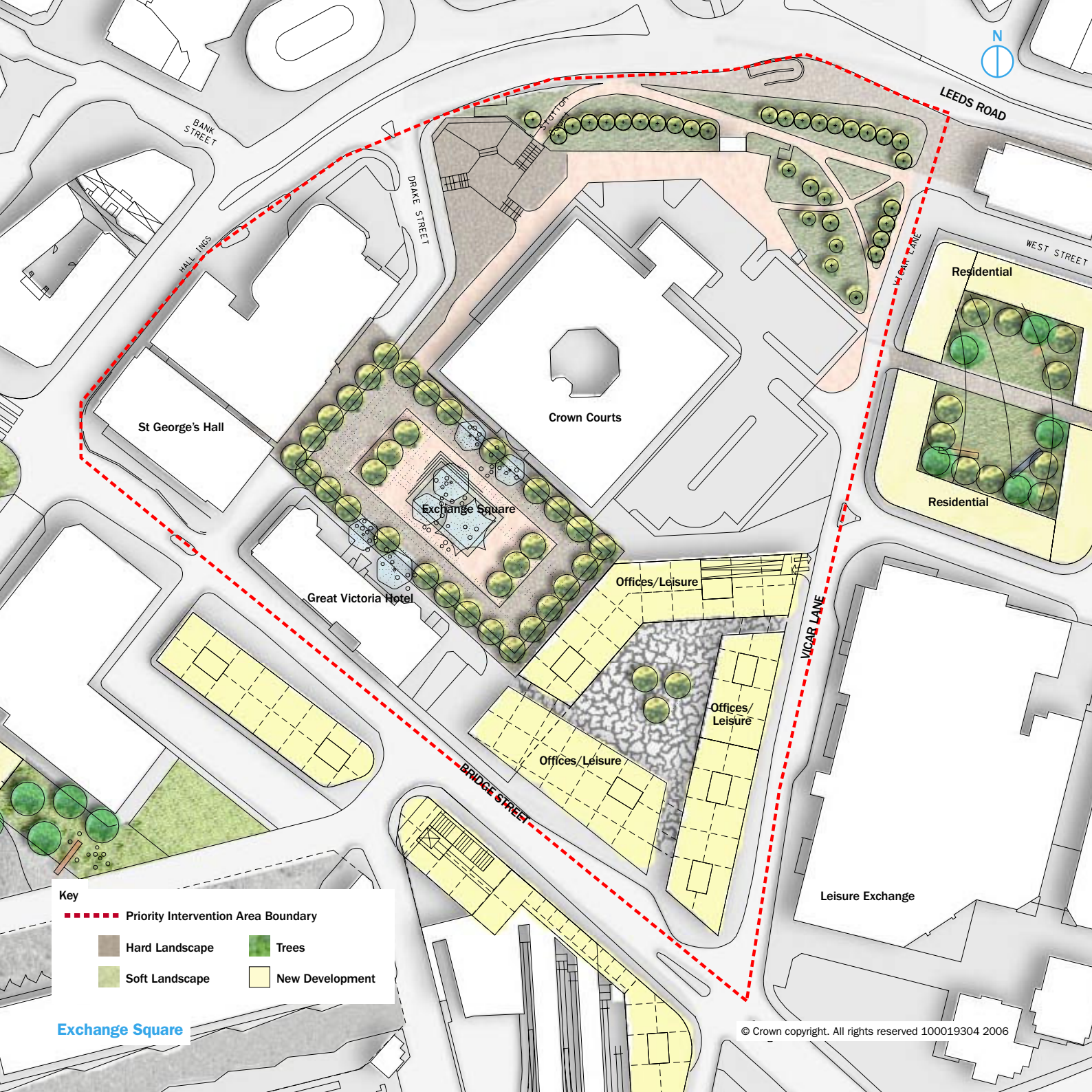
The substantial change in level between Exchange Square and Vicar Lane will allow a two level basement car park below the new mixed use development, facilitating the complete consolidation of current and future parking requirements (new Magistrates Courts, St. George's Hall and current the Great Victoria Hotel surface parking) to achieve the complete pedestrianisation of Exchange Square.

In order to maintain access to the individual buildings around the square, particularly service vehicles to the Telegraph & Argus building and taxi drop-off to the Great Victoria Hotel, the existing roads and pavements will be repaved, with high quality stone flags to create a unified surface stretching across the entirety of Exchange Square. This will transform the space into a pedestrian-priority 'shared surface' enhancing the public realm and pedestrian connectivity between Little Germany and the Mirror Pool City Park.

The complete pedestrianisation of the Exchange Square will also encourage ground level A3/A4 ground level uses (bars/cafés/restaurants/pubs) to spill out into the vibrant new public space filled with activity. With the satisfactory resolution of its fire escape and parking requirements, the Great Victoria Hotel will also be able to open up to the square to transform the main entrance into an arrival experience worthy of a listed boutique hotel. The transformation of Exchange Square will also be of mutual benefit to Bradford Council's exploration of proposals to upgrade facilities in St. George's Hall.

Between the Great Victoria Hotel and the new mixed-use corner development, there is an added opportunity for a new pedestrian entrance to the hotel in the form of a winter garden that would also link Bridge Street and Exchange Square.

The ground level A3/A4 uses will be extended around to the Vicar Lane side, bringing much-needed active frontages to the street, improving night-time security and engaging with the Leisure Exchange opposite and supporting the Leeds Road urban village.



BANK STREET

HALL INGS

DRAKE STREET

LEEDS ROAD

WEST STREET

VICAR LANE

St George's Hall

Crown Courts

Residential

Residential

Exchange Square

Great Victoria Hotel

Offices/Leisure

Offices/Leisure

Offices/Leisure

VICAR LANE

Leisure Exchange

BRIDGE STREET

Key

- Priority Intervention Area Boundary
- Hard Landscape
- Soft Landscape
- Trees
- New Development

Exchange Square



Purpose

The purpose of Exchange Square is to create a new vibrant public space in the form of a traditional civic square surrounded by a variety of mixed-use activities and A3/A4 leisure-related uses (bars/café/restaurants) at ground level spilling out into the space providing a more animated setting for the listed St. George's Hall and the Great Victoria Hotel. In so doing, it will also drive regeneration projects in the rest of the area by increasing overall levels of activity.

Catalytic Impact

The project will set a benchmark for public realm in the city centre. In improving pedestrian connectivity between Little Germany, Leeds Road Gateway and the Mirror Pool City Park, all will benefit from increased activity, increased demand and increased value for commercial and residential developments. It will help to create a more sustainable community around Vicar Lane by creating more street level activity and opportunities for bars, cafes and restaurants. It will demonstrate how investment in a unique historic environment can lift property values to achieve sustainable outcomes.

Delivery

The creation of the new public realm should follow directly upon completion of the Exchange Court mixed use and Courts development.

Timescales

As the land is under some form of public sector control, subject to resolving the brief for the replacement Magistrates Court, combined with other mixed-use activities and the 'passive provision' for the future tram, this project should be deliverable within the next few years.

Associated Projects

By incorporating all the existing surface car parking into the new mixed-use Exchange Court development, upgrading the public realm and increasing ground level active frontages other related commercial investment in the Great Victoria Hotel could be brought forward to capitalise on the upgraded public realm.

Environmental improvements, increased retail and leisure amenities and increased footfall in the vicinity of Vicar Lane will further enhance the demand for city living in the Leeds Road urban village.

| Outline Implementation Plan | | | | | |
|--------------------------------------|--|-----------|-----------------|-----------------|--------------------------|
| Objective | Recommendation | Timescale | Funding | Responsibility | Partnerships |
| Improve Access and Movement | The Interchange | 6–10 | Developer | BCR | Metro/Network Rail/CBMDC |
| | City Ring Road Junctions | 3–5 | CBMDC/BCR | CBMDC | CBMDC |
| | Channing Way/Norfolk Gardens | 3–7 | BCR/Developer | BCR/Developer | CBMDC |
| | Hall Ings Highway Down-sizing | 3–5 | BCR/Developer | CBMDC | CBMDC |
| Raise the Quality of the Environment | Mirror Pool City Park | 1–7 | BCR | BCR | CBMDC |
| | Croft Street and Leeds Road Boulevards | 2–3 | BCR | CBMDC | CBMDC |
| | Bank Street (Broadway) Public Realm | 2–4 | BCR/Developer | CBMDC/Developer | CBMDC |
| | Exchange Square | 3–6 | BCR/Developer | BCR | CBMDC/Developer |
| Encourage New Development | The Business Forest Office Park | 3–10 | Developer | BCR | Developer |
| | Exchange Court | 3–6 | BCR/Developer | BCR | CBMDC |
| | Leeds Road Urban Village | 2–7 | Developer | Developer | CBMDC |
| | Wilton Street | 3–5 | Developer | BCR | Developer |
| Enhance Activity | St. George's Hall | 3–5 | CBMDC/BCR | BCR | CBMDC |
| | Britannia House | 3–5 | Developer | Developer | CBMDC |
| | National Museum 'Lightwave' scheme | 3–7 | Developer/NMPFT | BCR | CBMDC |
| | 'West End' | 1–5 | Developer | BCR | Developer/CBMDC |



8.0 DELIVERING THE PRIORITY INTERVENTIONS

Delivery of the priority interventions and other projects in the recommended strategy could take 10 to 15 years to complete. A detailed delivery programme needs to be developed by Bradford Centre Regeneration that takes account of all the projects identified across all four Neighbourhood Development Frameworks.

Regeneration of the city centre has already commenced with various projects now in the pipeline and the Broadway retail development under construction. The early completion of the new Magistrates Courts, as part of the mixed-use development in Exchange Square, would unlock the space needed for the new City Park and the iconic Mirror Pool through the demolition of the former Police Headquarters and Magistrates Courts. The new Exchange Square could also be an early intervention, releasing land for the future Mirror Pool City Park, together with the predominantly residential/mixed-use developments in the Leeds Road Gateway. This would substantially kick-start the entire area of the Bowl Neighbourhood between Leeds Road and Bridge Street, complementing current investment in neighbouring Little Germany, extending street level activity and reinforcing pedestrian permeability and desire lines through the city centre that will assist in raising land values. These projects could be delivered in the next two to three years.

The first phase of the Business Forest Office Park, together with the Mirror Pool City Park, will have a fundamental impact on the Bowl Neighbourhood and the wider project for the regeneration of the city centre. It would mark the watershed for the delivery of the Bradford Centre Regeneration Masterplan. It would create a radical new context in which to bring forward the wider opportunities for waterside developments and the rolling-out of the later phases of the central business district. By promoting high quality public realm and design excellence, in accordance with the City Centre Design Guide, the Business Forest Office Park will attract major UK investors. Subject to the relocation of the Magistrates Courts, the first phase of the Business Forest Office Park should be delivered in three to five years.

The delivery of the second phase of the Business Forest Office Park would then follow, with the redevelopment of the Jacob's Well site and its northern extension towards the Mirror Pool City Park. However, due to the sheer scale of the central business district, it would be more accurate to talk about a rolling programme of office

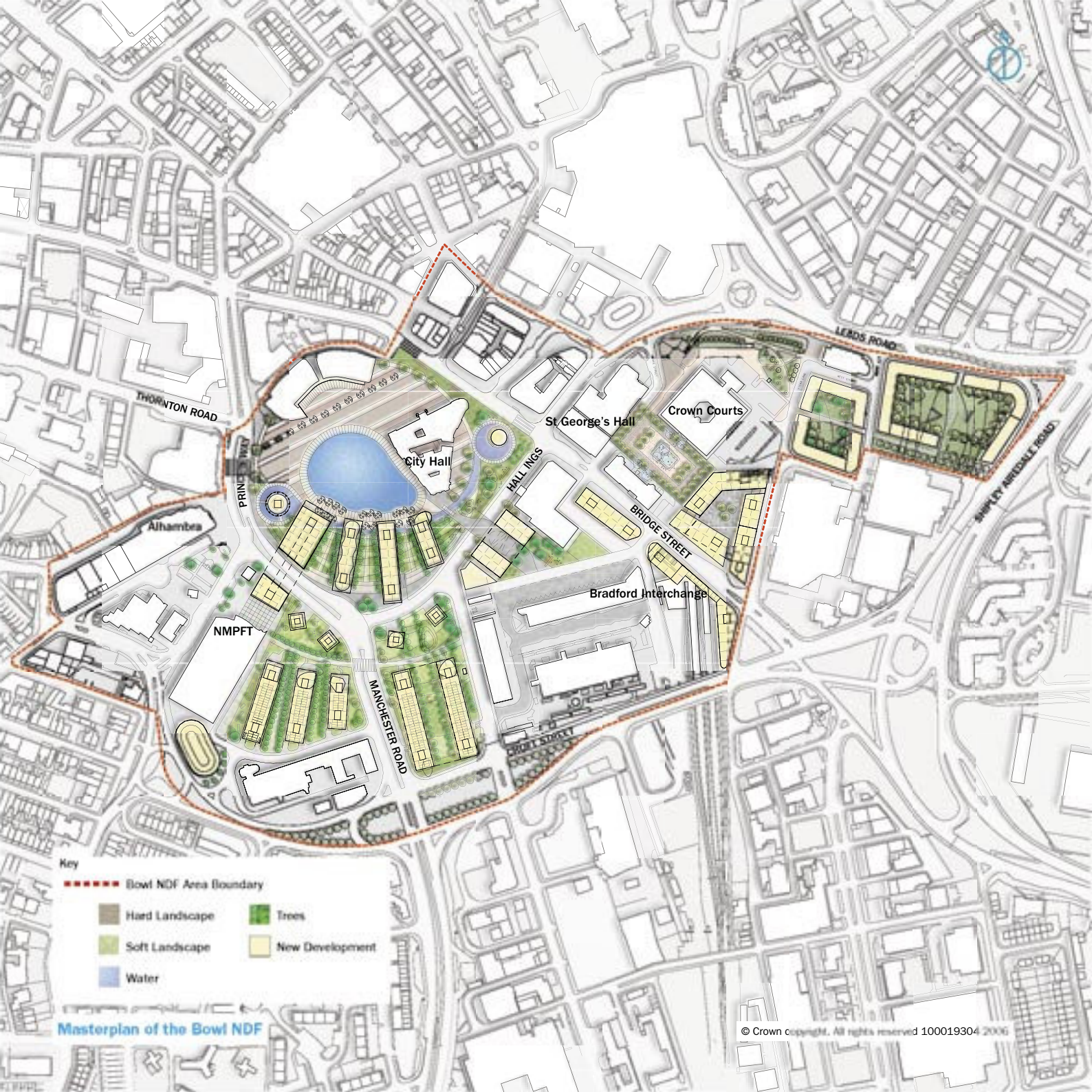
building construction, rather than three entirely discrete construction phases. The programme would be delivered in a controlled flow, over 10 to 15 years, to suit market demand, market conditions and specific dependencies.

The delivery of the third and final phase is particularly dependent on the evolving plans for NMPFT and its redevelopment. Options are still under consideration, but once the key stakeholders have reached a clear consensus, a further feasibility study may be required to look at the sequencing and programming for delivering the Pier and its integration with the complementary commercial development adjacent to NMPFT.

The Interchange, as an integrated and fully accessible rail/bus station and as a 'gateway' to the city centre, is crucial to the successful delivery of the Bowl Neighbourhood, the Business Forest Office Park, Exchange Square and Mirror Pool City Park. In parallel with progressing the physical relocation of the multi-storey car park on Hall Ings, a wider Interchange feasibility study (in conjunction with Metro, Network Rail and the train operating company) will be a priority, that incorporates the findings from Metro's previous study whilst establishing the scope for complementary commercial development around and above the rail/bus station.

Bradford Centre Regeneration and the Council need to continue to work in partnership to implement and deliver the Bowl Neighbourhood strategy. In moving into the delivery phase of the Masterplan, careful consideration will need to be given to the programming of the various interventions, to minimise impact on the day-to-day activity of the city centre, to ensure that the Bowl Neighbourhood and city centre continue to function properly over the extended development period.

As highlighted in Section 7, all the projects have dependencies to a greater or lesser degree: the development partners will need to ensure that they are sufficiently addressed and taken account of in the programming of the delivery phase. Equally, it is crucial that the interventions maintain the quality and set a benchmark for future development in Bradford city centre.



THORNTON ROAD

LEDS ROAD

Alhambra

City Hall

St George's Hall

Crown Courts

HALLINGS

BRIDGE STREET

SMIPLEY ARCADE ROAD

NMPFT

Bradford Interchange

MANCHESTER ROAD

BRIST STREET

- Key**
- Bowl NDF Area Boundary
 - Hard Landscape
 - Soft Landscape
 - Water
 - Trees
 - New Development

Masterplan of the Bowl NDF



9.0 THE BOWL IN 2020

The successful implementation and delivery of the recommended strategy of projects and key interventions, set out in the Neighbourhood Development Framework, means the Bowl Neighbourhood is now a key central business district as well as a leisure and residential destination in the heart of the city centre.

The Business Forest Office Park, set in a rolling green campus, overlooking the Mirror Pool City Park, provides a new setting for prime office space and leisure uses, which has boosted the importance of Bradford as a business location. The central business district is complemented by other developments in the city centre such as the Broadway prime retail development in the Channel Neighbourhood, which has boosted the popularity of Bradford as a shopping destination.

Sitting at the centre of the city centre park and the Bowl Neighbourhood is the Mirror Pool with its perfectly reflected image of the historic City Hall. This iconic image is now inextricably linked with the regenerated city centre of Bradford.



A view from within an office overlooking the Mirror Pool as it fills with water



The Bowl in 2020



As it is the quickest way to get around, there is a countless flow of pedestrians around the Mirror Pool City Park, some crossing the city centre to get from one meeting to another, others relaxing and contemplating by the waters edge, to the gentle accompaniment of the running Beck that was brought back above ground. At the end of the working day, the workers spill out of their nearby offices, to fill the bars and cafés surrounding the Mirror Pool late into the evening. Overlooking the Mirror Pool is the Pier, a regular focal point for NMPFT outdoor events and the main pedestrian crossing point from the Mirror Pool City Park to the burgeoning cultural quarter of the new NMPFT media museum, the Alhambra and the Odeon complex.

Exchange Square, with its bars and cafes, convenience shops and local amenities has now been realised as the thriving urban centre of a new inner city residential community, the Leeds Road Urban Village. The revitalised Great Victoria Hotel and St. George's Hall provide a unique historic environment that has contributed to the rise in values in the area.

The Interchange Gateway provides an iconic new gateway to the city centre for both rail and bus services. The Bowl Neighbourhood as a whole is served by high quality bus services. It is convenient to get around on foot, passing through the city centre park, with good pedestrian connections to all corners of the city centre, without impeding easy access to the road network. Residents and visitors alike now think of the city centre in a completely different way: as the meeting point of the old and new city, a place to gather and relax, and enjoy, as well as a place to work.



A view from within an office overlooking the Mirror Pool as it fills with water

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