

# **Bradford Canal Road Masterplan**

August 2006







## Bradford Canal Road Corridor Masterplan

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## 1. Introduction

- 1.1 This Study has been commissioned by Bradford Metropolitan District Council (BMDC) and Arnold Laver and Company Limited (Arnold Laver) to consider the future of the Canal Road Corridor.
- 1.2 This Study has being undertaken by Drivers Jonas, AGD Regeneration, Taylor Young and ARUP (the Study Team). Eversheds have provided Legal advice regarding the delivery of the masterplan strategy.
- 1.3 The purpose of this Masterplan Report is to present a strategy and vision for the future development of the Canal Road area, including a flexible action plan for delivering the vision. Plans to reinstate the Bradford arm of the Leeds & Liverpool Canal (Bradford Canal) which will pass through the masterplan area from the north at Shipley, to the City Centre to the south, have significant implications for the Canal Road Corridor.
- 1.4 The Canal Road Corridor is likely to see a change in its function, role and character if the canal is re-introduced. This masterplan therefore aims to manage this change within the corridor to achieve a integration between the re-instatement of the Canal, and the impact that this will have on its wider environs, as embodied within the Canal Feasibility Study and other associated technical studies.
- 1.5 Prior to the production of this Masterplan a Baseline Report was completed which has enabled the Study Team to familiarise themselves with the Canal Road Corridor and existing issues. This Masterplan Report includes a summary of the findings from the Baseline Report and the subsequent Masterplan options that have emerged.

#### The Canal Road Corridor

- 1.6 The Canal Road Corridor is centred around the A6037 Canal Road. Canal Road itself is a major strategic route within the sub-region, linking areas within the Bradford District and beyond to Dewsbury, Leeds and further a field (see 'The Canal Road Corridor in Context' attached at Appendix I).
- 1.7 The Masterplan boundary extends from Forster Square and the boundary of Bradford City Centre in the south, to the boundary of Shipley Town Centre in the north, taking in the entire length of the proposed Bradford Canal.
- 1.8 To the west the Masterplan boundary follows the line of the Bradford to Shipley railway line. To the east the boundary takes in a number of sites fronting onto Canal Road, as well as the open space at Bolton Woods, which is currently allocated for housing development in the Bradford Unitary Development Plan (UDP) adopted in 2005.
- 1.9 At present, the Masterplan area is characterised by employment uses, including a number of industrial units and along the road frontage a number of car showrooms. Canal Road is also home to Arnold Lavers' Manningham Saw Mill site. This is a significant employment generator in the local area.
- 1.10 To the south of the Masterplan area there is a predominance of retail uses, including Tesco, which link in to the adjacent retail uses at Forster Square. There are also a number of open space designations and a small number of residential units.

- 1.11 Traditionally a mixed employment area, the Canal Road Corridor developed out of its close proximity to the canal and the railway line. Bradford itself grew rapidly throughout the Eighteenth Century when it was transformed by the industrial revolution, in particular the textile industry. Bradford canal was built in 1774, and in 1777 it was connected to the Leeds-Liverpool Canal. The improvement in communications boosted industry in the town.
- 1.12 When the textile industry began to decline in the 1920s and 1930s and more rapidly in the 1950's, new industries came to Bradford such as engineering and printing. The Canal Road Corridor today has become characterised by industries similar to these, like the Canal before it. Canal Road now serves the businesses in this area. The Canal itself was closed in 1922.
- 1.13 The legacy of the textile industry is still visible in the Masterplan area today. Old mill buildings in the area such as Conditioning House are a reminder of the important role that this area played in the development of the City and its rise to one of the most important cities in the British Empire.

## Purpose of the Masterplan

- 1.14 The purpose of this Masterplan is to produce an ambitious yet realistic vision for the Canal Road Corridor that can be used to ensure regeneration and guide its future development. A central aim of this Study is to determine the potential for redeveloping the Corridor for a wider mix of uses.
- 1.15 A further major driver for change is the intention of Arnold Laver to relocate operations from a range of sites on Canal Road to a single facility elsewhere in Bradford. This will protect existing jobs and create new jobs in Bradford in the future. Furthermore, the proposed Bradford Canal may pass through or adjacent to some of these sites along the Corridor.
- 1.16 A number of key objectives were set out in the Brief, and these were refined at a Steering Group meeting (comprising Bradford MDC, Arnold Laver and Bradford Centre Regeneration The URC, and to which other key stakeholders were invited). The key objectives of the Masterplan were defined as:
  - n To maximise the regeneration and development potential of the Canal;
  - n To encourage a complementary mix of uses to create both a sustainable and vibrant destination;
  - n To balance the existing and future roles of the Corridor as a strategic transport corridor and new waterside community;
  - n Maximise the linear and cross corridor links to ensure good access to adjacent communities and the City Centre; and
  - n To satisfy the strategic objectives of Arnold Laver as key landowner and potential delivery partner.

#### Strategy Linkage

1.17 A key feature of the Bradford City Centre Masterplan, produced by Alsop Architects in 2003, was the introduction of water into Bradford City Centre, including the re-opening of Bradford Canal. ARUP were subsequently commissioned to undertake a 10-week Scoping Study, followed by a Feasibility Study to consider the technical, operational and economic feasibility as well as the economic and social benefits associated with the re-opening of the Canal.

1.18 The Feasibility Study, subject to public consultation in Spring 2006, recommends the re-opening of the Bradford Canal. It states:

"A genuine 'window of opportunity' exists to thread the canal into the city... but the opportunity must be taken quickly before new development blocks the path of the canal".

- 1.19 The Canal Road Corridor Masterplan aims to guide positive change in the Canal Road Corridor, which facilitates the development and implementation of the canal whilst capitalising on the regeneration and development opportunities, which the re-introduction of the canal will bring to the Canal Road Corridor.
- 1.20 The proposals to re-open the Bradford Canal combined with wider national trends, including the continued structural change of manufacturing industry, are likely to result in significant changes to the character of the Canal Road Corridor over the medium to long term. It is important that these changes are managed to produce a positive outcome for the Canal Road Corridor. This masterplan aims to dovetail with the proposals outlined in the Bradford Canal Feasibility Study by positively guiding the development of the Canal Road Corridor.
- 1.21 A further function of this Masterplan is to 'plug the gap' between the Airedale Masterplan undertaken in 2004, The Manningham Masterplan completed in 2004, and the Bradford City Centre Masterplan produced in 2003. These strategies aim to deliver the Bradford 2020 Vision, and are crucial to the regeneration of the Bradford District.
- 1.22 By 'plugging into' the opportunities which will arise from the implementation of these Masterplans, and creating new opportunities that will benefit not just the Canal Road area but the wider Bradford area, the Canal Road area has the potential to become a real asset and a key driver in the broader regeneration of the Bradford District.

#### Study Methodology

1.23 This Masterplan Report presents the final preferred Masterplan for the Canal Road Corridor (located at Appendix II). This has been developed out of a number of Masterplan options, or 'Scenarios for Change', based upon varying levels of intervention in the Corridor.

Scenarios for Change

#### Organic Change

- 1.24 The Baseline Report carried out as part of this Study has indicated that the Canal Road Corridor would be subject to change in the coming years. It was considered that a 'do nothing' option was not available but that this 'organic change' would take place regardless and would therefore constitute only a very minimum level of intervention.
- 1.25 In terms of transport links the Organic Change Masterplan option included only very minor improvements to the road aimed at improving the route, and strengthening cross-valley links. The canal route was to follow the route as proposed in the Bradford Canal Feasibility Study. The proposed land uses were to remain mostly as they are today, with the addition of a mixed-use development at the southern end of the Masterplan area, abutting the City Centre boundary and some re-branding and public realm intervention to the existing employment areas.

1.26 The area in between Queens Road and Gaisby Lane would remain largely as it is, with the addition of Shipley College. The Bolton Woods housing areas would comprise a thin strip of residential development along the edge of the canal only.

#### Moderate Change

- 1.27 A further option was developed which involved a higher level of intervention and was labelled the 'Moderate Change' option. This included diverting Canal Road to the north of Queens Road bridge thus removing the road from the core of the area and freeing up development land at the heart of the Masterplan area. Canal Road would remain as a route through the area but only as a local access road. The canal route would remain as proposed in the Canal Feasibility Study but moving the road would enable more two-sided development opportunities.
- 1.28 Development to the south of the Masterplan area would consist of higher quality redevelopment proposals, and whilst the employment area would largely remain intact there may be some changes of use around the edges to ensure a comfortable integration of uses. The area between Queens Road and Gaisby Lane would be subject to more intensive residential development, including the development of Shipley College and some development fronting on to Gaisby Lane. The Bolton Woods area would also be subject to more intensive residential development.

#### **Transformational Change**

- 1.29 The final Masterplan option was aimed at guiding significant change in the corridor and was considered to be the 'Transformational Change' option. This option included the complete re-alignment of Canal Road along the edge of the railway line with the canal to run along the former road alignment. This would enable more comprehensive development options throughout the Corridor, and not least to the south of the Masterplan area enabling the Tesco store to be located on one complete site, and no longer on a split-site as a result of the canal alignment (as per the other options).
- 1.30 The existing employment area would be transformed into a residential development with ancillary retail, leisure and community uses. The focus of development would fall between Queens Road and Gaisby Lane to create a significant urban community with low environmental impact credentials. This development would fill this entire stretch and Shipley College would not be located in this area.
- 1.31 The Bolton Woods Housing area would be developed for residential development based on the lines of an 'Eco-Village,' which aims to maintain a fairly high level of greenspace within the corridor. It is also envisaged that this could become a visitor attraction in itself to supplement the canal as a leisure destination.
- 1.32 Within each of the Masterplan options the area to the north of the study area will be developed as per the Airedale Masterplan.

#### **Evaluating the Scenarios**

1.33 Each of the Scenarios for Change was evaluated against the Vision and the associated aims and objectives of the Masterplan. A scoring matrix was used to assess each of the options, and this is included at Appendix III.

- 1.34 The matrix was used to score various aspects of the differing scenarios, and whether the option:
  - (a) Achieved the objective/had a positive impact;
  - (b) Partially achieved the objective/had a neutral impact; or
  - (c) Did not achieve the objective/had a minimal impact.
- 1.35 The option that achieved most of the Masterplan objectives and appeared to come closest to being able to achieve the agreed vision for the Masterplan area was Transformational Change. The preferred option is therefore more closely associated with the 'Transformational Change' option, but also includes elements of the 'Moderate Change' option, most notably the road and canal alignment. This hybrid option was chosen as a result of consultations and discussion with the Steering Group partners.
- 1.36 The canal alignment promoted within this masterplan is the same as that proposed within the Bradford Canal Feasibility Study, as this was found to be the most beneficial in terms of achieving the objectives of the masterplan. The road alignment follows a more realistic route than that proposed in the Transformational Change option, but is changed from its current alignment along parts of its route. The masterplan will be described in further detail throughout the remainder of this Report.

## Structure of this Report

- 1.37 The remainder of this Masterplan Report is structured as follows:
  - (d) Canal Road Corridor Today
  - (e) The Vision for Canal Road Corridor
  - (f) The Masterplan
  - (g) Making It Happen
  - (h) Summary
- 1.38 The Masterplan Report contains the following Appendices:
  - (a) Appendix I The Canal Road Corridor in Context;
  - (b) Appendix II The Masterplan;
  - (c) Appendix III Masterplan Options Scoring Matrix;
  - (d) Appendix IV Landownership Information;
  - (e) Appendix V Strategic Objectives;
  - (f) Appendix VI Opportunity Sites;
  - (g) Appendix VII Schedule of Masterplan Action Plan and Outputs;
  - (h) Appendix VIII Concept Plan;
  - (i) Appendix IX Movement and Linkages Plan; and,
  - (j) Appendix X Illustrative Proposals.

## 2. Canal Road Corridor Today

- 2.1 This section of the Report describes the Canal Road Corridor at present and as such sets the context for this Masterplan. This section is a summary of the Baseline Report as at October 2005, and includes the following:
  - (a) Strategic Policy Context;
  - (b) Regeneration Context;
  - (c) Landownership Information;
  - (d) Physical Structure;
  - (e) Transport and Infrastructure;
  - (f) Utilities Information;
  - (g) Property Market Context; and,
  - (h) A Summary of Key Issues and Challenges.

## **Strategic Policy Context**

2.2 It is important to consider existing and emerging planning policies that may have an impact upon proposals for the site. Proposals for the site will need to be supported by and incorporated into the forthcoming Local Development Framework (LDF) which BMDC are required to produce under the Planning and Compulsory Purchase Act 2004. The LDF will eventually replace the Unitary Development Plan (UDP) adopted in October 2005.

## **Regional Spatial Strategy**

- 2.3 The emerging Regional Spatial Strategy (RSS) states that Bradford should, together with Leeds, be the focus for economic and housing development in the region.
- 2.4 The Annual Housing Allocation figure for Bradford, set out in the RSS, is 1,390 units between 1998-2016. These figures have been recently revised to reflect projected household and economic change in the region. Discussions with the Yorkshire and Humber Assembly have indicated that the proposed figures are 1,950 dwellings per annum between 2004-2016 and 2,370 per annum after 2016.
- 2.5 These figures are currently being discussed with Bradford MDC who have suggested that they would be prepared to accept a figure closer to 1,600 units per annum. The RSS also states that at least 57% of all new development should be on Previously Developed Land (PDL).

## Regional Economic Strategy

2.6 The Regional Economic Strategy has been prepared by Yorkshire Forward and aims to achieve Sustainable Development in the Region. The Strategy aims to achieve positive long-term outcomes for people, business and the environment. It aims to do this by improving economic performance, supporting social inclusion and quality of life and enhancing the environment.

2.7 The main implication for the Canal Road Corridor is the setting up of 'Bradford Centre Regeneration', Bradford's Urban Regeneration Company (URC). The Masterplan area is immediately adjacent to the URC boundary, and the outcomes of work undertaken by the URC such as the City Centre Masterplan are wide-ranging and have regeneration and investment implications for the Canal Road Corridor.

The Sustainable Communities Plan and The Northern Way

- 2.8 The Communities Plan (Sustainable Communities: Building for the future) was published by the ODPM in February 2003. It commits £22billion of Central Government funding to a long-term programme of action aimed at tackling housing supply issues in the South East, low demand in other parts of the country, and the quality of public spaces.
- 2.9 The Northern Way seeks to implement the Sustainable Communities Plan in a specifically northern context. It aims to establish the North of England as an area of exceptional opportunity combining a world class economy with a superb quality of life.
- 2.10 The Northern Way is being led by the three Northern Regional Development Agencies (RDAs) Yorkshire Forward, One NorthEast and the Northwest Regional Development Agency. By collaborating with Government and regional stakeholders, it seeks to develop a long-term strategy for growing the economy, capitalising on the North's new-found confidence and energy, and speeding up the rate of change within the whole of the North.
- 2.11 The strategy identifies a series of City-Regions within the North, Bradford falling within the Leeds City-Region. The Leeds and Manchester City-Regions are identified as having the capacity to develop into European-level competitive cities. Each of the City-Regions has been advised to prepare a development programme to enable long-term sustainable economic growth.

Adopted Unitary Development Plan for the Bradford District

2.12 The Unitary Development Plan (UDP) for the Bradford District was adopted in October 2005. It sets out policies that aim to guide development within Bradford District. The relevant policies in the UDP are considered below.

Site Specific Policies

- 2.13 The majority of the Corridor is designated under Policy E6 Employment Zones, which aims to ensure a mix and choice of available employment sites.
- 2.14 Policy E7 states that within Employment Zones, the Council will support new employment development, although there are some restrictions on large storage and distribution warehouse development.
- 2.15 The area located directly behind the Arnold Lavers' Saw Mills, known locally as Bolton Woods, is allocated for housing development under policy BN/H1.33. Policy H1 states that proposals for any residential development proposed on any site allocated for housing will be permitted, subject to other housing policies and policies elsewhere in the UDP.

- 2.16 There are also various Open Land designations, including Allotments, Playing Fields and Urban Green Space. The Council will generally support the protection of these sites, except where there is demonstrable excess of such space within the local area, or where development proposes to provide for alternative provision of equivalent or better quality and/or quantity.
- 2.17 In terms of Allotments, development will not be permitted unless alternative satisfactory provision can be made, or community support for the allotments is demonstrably negligible.
- 2.18 The southern most section of the Corridor, outside of the Employment Zone is allocated as Valley Road Retail Area and Mixed Uses Areas. Canal Road itself is also allocated under Policy TM20 Highway Improvements and D10 Transport Corridors.

Conservation

2.19 The Masterplan area is adjacent to four Conservation Areas and a number of Listed Buildings, including Conditioning House.

**Regeneration Context** 

2.20 It is important to consider the existing regeneration context as any proposals for the Canal Road Corridor will not occur in a vacuum and are likely to have wider implications. Likewise, the outputs from other masterplans and regeneration activities may have implications for the Canal Road Corridor.

**Bradford 2020 Vision** 

- 2.21 The Bradford 2020 Vision is a shared long-term "vision" for the whole of the District, which aims to provide a clear sense of direction for its businesses, agencies and communities. The Vision is economy led, however, for it to be sustainable it is recognised that economic regeneration must go hand-in-hand with environmental improvements and real progress on issues such as education, health, culture, citizenship and community safety.
- 2.22 The Bradford 2020 Vision is an important document as it sets the agenda for all of the regeneration activity within the District.

Bradford District Community Strategy 2002-07

- 2.23 Whilst the 2020 Vision is economically led, the Community Strategy mirrors this approach by providing a range of indicators that address the required developments in the District over the next five years.
- 2.24 The Community Strategy has a key role to play in delivering the Bradford 2020 Vision, and measuring its progress in achieving the targets set, in particular those relating to the seven themes set out within the strategy. The Bradford Canal Road Corridor Masterplan should seek to achieve these targets also.

**Existing Masterplans and Regeneration Initiatives** 

2.25 A number of studies have been undertaken in recent years for areas adjacent to the Canal Road Corridor, including the Airedale Masterplan, the Manningham Masterplan, Bradford City Centre Masterplan and the associated Emerging Neighbourhood Development Frameworks (NDF) including one for 'The Channel', the Bradford City Centre Design Guide and the Bradford Canal Feasibility Study.

- 2.26 The regeneration benefits that are expected to be delivered through the delivery of each of these adjacent masterplan strategies have significant implications for the Canal Road Corridor.
  - a) Airedale Corridors A Masterplan and Strategy for Airedale
- 2.27 The Airedale Masterplan was completed by ARUP in 2004. The aim of the masterplan is to deliver the Bradford 2020 Vision. In order to achieve this ARUP have created the Airedale Corridors.
- 2.28 The Airedale Corridors are the Creative Corridor, the Connected Corridor and the Lifestyle Corridor:
  - The Creative Corridor will aim to see Airedale internationally recognised for commercial research, design and development of products and services, specialising in innovation, integrating digital technology.
  - n The Connected Corridor seeks to see Airedale as a model for integrated transport and communications, and a place where leadership is strong and committed to the regeneration of Airedale.
  - n The Lifestyle Corridor seeks to draw upon the unique natural and manmade assets within Airedale to provide a high quality of life and a place that is well educated, diverse and cosmopolitan.

#### b) Manningham Masterplan

- 2.29 Commissioned in 2004 the Masterplan sets out the broad context for the regeneration and spatial development of the Manningham area, and aims to deliver the Bradford 2020 Vision in Manningham.
- 2.30 Manningham is home to Lister Mills, once the largest silk factory in Europe. Lister Mills itself is cited as the most significant project within the Manningham Masterplan, and is recognised as the key regeneration driver and heart of Manningham. Urban Splash are currently redeveloping the Mills and it is estimated that along with providing new residential properties the redevelopment could potentially create over 1,000 jobs.
- 2.31 The Masterplan recognises the importance of creating good connectivity throughout the area, and also identifies high, medium and low levels of physical interventions throughout Manningham.
  - c) Bradford City Centre Masterplan
- 2.32 The Bradford City Centre Masterplan, produced by Alsop Architects in 2003, aims to deliver Bradford URC's Vision for Bradford. The masterplan aims to clarify what Bradford should deliver in order to retain, capture and maximise activity, and in doing so proposes the creation of four individual areas 1km by 1km Square within the City Centre. These are labelled 'The Bowl', 'The Channel', 'The Market', and 'The Valley'. These are referred to as 'fingers of intervention'.
- 2.33 'The Bowl' forms the 'pivotal' part of the Masterplan. It includes 'The Pool' a large expanse of water situated outside the City Hall. 'The Channel' extends from 'The Bowl' and features 'Canalside' borne out of the possibility of the re-introduction of the Bradford Branch of the Leeds-Liverpool Canal. This area would comprise a community of approximately 360 homes, live/work studios and apartments with mixed tenure, and a range of local community and leisure facilities. This would link to Canal Road and therefore add greater significance of the City Centre Masterplan.

#### d) Emerging Neighbourhood Development Frameworks

- 2.34 The Neighbourhood Development Frameworks (NDF) are currently in the process of being produced. The NDF for 'The Bowl' is being undertaken by Alsop, and the one for The Valley by URBED. The NDF's for the Channel and the Market are being produced by ARUP.
- 2.35 Proposals for the Canal Road Corridor will need to dovetail the actions supported through the Neighbourhood Development Frameworks.
  - e) Bradford City Centre Urban Design Guide
- 2.36 The Bradford City Centre Design Guide was produced by URBED in 2004, as a direct result of the City Centre Masterplan. It comprises three parts a Design Framework for Bradford City Centre that sets the context for the more detailed guidance, the Design Code and the Public Realm Strategy.
- 2.37 Plans for the Canal Road Corridor should reflect the aspirations set out for the City Centre, creating links and maximising the opportunities afforded by the close proximity of the Masterplan area to the City Centre.
  - f) Bradford Canal Feasibility Study
- 2.38 ARUP have also recently undertaken a Feasibility Study to investigate reinstating the Bradford arm of the Leeds & Liverpool Canal (Bradford Canal) from the north of the Masterplan area at Shipley, through to the City Centre to the south.
- 2.39 The Bradford Canal Feasibility Study determines the likely route of the canal, provides an assessment of the likely cost and sources of funding for the construction, and considers the technical, operational and economic feasibility as well as the economic and social benefits associated with reopening the Canal.
- 2.40 The chosen route follows the approximate line of the canal from Shipley via Bolton Woods to the south of the Queens Road overbridge, at this point the canal crosses beneath the A6037 and takes a new route through potential development sites, including the Conditioning House and onto the terminus at Forster Square.
- 2.41 The implications of the Feasibility Study for the Canal Road Corridor Masterplan are significant. The re-opening of the Canal through the Masterplan area will result in considerable change to the area. The Canal Road Corridor is likely to see a change in its function, role and character if the canal is re-introduced.

#### Landownership

2.42 There are multiple landownerships across the study area. Landownership information has been supplied to ARUP as part of their work on the Bradford Canal Feasibility Study. Landownership Plans attached at Appendix IV show the landownerships along the proposed route of the Canal. The major landowners are Bradford MDC, Arnold Laver, and Tesco.

## **Physical Structure**

2.43 This section examines the characteristics of the natural and built environment and considers the quality of the Canal Road Corridor.

Road Corridor and Linkages

2.44 The Canal Road Corridor forms a strategic route between the Airedale Valley and the motorway network to the south, where the character of the route changes from single-carriageway to urban highway, the latter characterised by major infrastructure as much as built and natural features. The domination by traffic and traffic related infrastructure closer to the City Centre is noticeable and this impacts adversely on the pedestrian.





Changing character from single carriageway to urban highway

- 2.45 The Masterplan area lies at the valley bottom and has a strong linear character dictated by the railway line to the west and physical topography to the east, which have constrained east to west accessibility. Canal Road itself also acts as a major barrier to east-west movements across the Valley. The main cross-linkage occurs at the intersection with Queen's Road (A6177), which is not only Bradford's outer ring road but also a local connection from Canal Road to the communities of Manningham and Undercliffe.
- 2.46 Bradford's inner ring road, Hamm Strasse, lies just to the south of the Masterplan area and links the Canal Road Corridor into the west of Bradford City Centre, however, road links to the east are constrained by topography and settlement patterns.
- 2.47 Pedestrian access is facilitated by steps from North Brook Street to carriageway level and segregated pathways to Wapping Road. Another segregated route links Bolton Road further north. Whilst these pedestrian routes ease cross-linkages, in some respects they are still restrictive in terms of their attractiveness due to topography, busy traffic and lack of natural surveillance.
- 2.48 Frizinghall Station to the mid-north of the Masterplan area is a significant gateway and cross linkage. In terms of rail, the extreme north and south of the Masterplan area are also within comfortable walking distance of Shipley and Forster Square train stations respectively. Frizinghall Lane connects Canal Road to Frizinghall, which links south of the station to the east via Gaisby Lane.

2.49 In terms of sustainable transport much of the eastern community of Bolton Woods is within 800 metres (10 minutes walk) of Frizinghall Station, however, the physical separation of topography and settlement patterns probably restricts any mental associations with Bolton Woods and Frizinghall. Further north a number of minor linkages connect the residential community on Canal Road and Owlett to the east to Frizinghall.

Landscape Setting

2.50 Topography plays an important role in the landscape setting of the Masterplan area. The steep change in level to the east has restricted the availability of building land and thus allowed natural landscape to 'creep' into and soften the corridor. This is most pronounced moving north where the hillside - rises as a backcloth to the corridor, the mound at Bolton Woods Quarry is particularly memorable.





The effect of topography allows the natural environment to 'creep' into the corridor

- 2.51 Land cover consists mostly of grasses and tree clusters, which due to gradient, is of little more than visual amenity value. A small area of agricultural land, crowned by a small copse, exists just south of the quarry. Here grazing sheep and dry stonewalls add a rural quality to the Corridor in contrast to the industrial development below.
- 2.52 The immediate landscape of the Masterplan area has a natural appearance towards Shipley where recreation space, playing fields and allotments border the road. These green areas are mostly lined with mature trees. Weeping Willows are of particular interest and mark the course of the Bradford Beck. Lines of trees along other sections of the Corridor help to mask the less attractive buildings and uses along Canal Road and add a softening 'boulevard' character to the highway.
- 2.53 The Bradford Beck runs parallel to Canal Road, crossing the carriageway just south of Frizinghall Station where it enters a culvert before re-emerging south of Queen's Road where it enters another culvert. The attractiveness of water flowing over rocks, against landscaped banks makes it an interesting feature in places. Fly tipping and litter are, however, a problem in places. At one point the Beck enters a concrete channel. It is generally well kept and tidy but the loss of the Beck as a natural feature is unfortunate.

#### **Activities and Focal Points**

- 2.54 In terms of activity the Masterplan area can be categorised by three dominant land use settings characterised as green recreation areas to the north of the corridor, industrial activities within the central part of the valley and edge of City Centre commercial to the south. There are a number of roadside commercial showroom uses along the Corridor located on prominent sites across the central and southern parts of Canal Road. To the edges of the Corridor to the east and the west are residential communities. The green space to the north acts as a pleasant outlook for flats to the west and whilst of no defined use provides an important recreation resource.
- 2.55 There are some signs of under-investment within the corridor, particularly to Valley Road, where there are a number of vacant buildings and cleared sites.

## Townscape and Built Fabric

- 2.56 The functional demands of industry characterise much of the built fabric of the Masterplan area. Whilst retaining some attractive qualities, townscape value is generally low and based in many areas on medium to large scale warehouse style development, often with corporate signage and limited visual appeal. In some cases this detracts from the quality of the environment within the corridor.
- 2.57 The valley setting allows distant vistas of rooftops and townscape features to creep into view, which with areas of landscape, help to alleviate the dominance of a purely functional aesthetic. Most appeal within the townscape of Canal Road includes former mills and traditional terraces of housing.



Airedale House: an imposing landmark, forming a character area.



Canal Road: dominated by functional townscape character

2.58 Within Canal Road itself there are a number of character areas which form areas of interest, including a prominent group of buildings close to Poplar Road which centre on Airedale House to the east and other historic industrial buildings to the west of Canal Road.

- 2.59 Further to the north the Britannia Inn public house is a good quality building and could provide a pleasing stop on the rediscovered canal. Opposite the pub the townscape is less attractive and mainly consists of four storey cruciform blocks of flats built in the 1950s or 1960s.
- 2.60 Further south, Oswin Mill just east of Canal Road is another distinctive building. The building is largely glazed and supported by coursed stone, however it appears to be under occupied and in poor condition. The Mill itself borders the settlement of Bolton Woods which has an attractive village character centred on the green at the junction of Livingstone Road and Stanley Road. Many buildings are nineteenth century, built in local stone and include houses, industrial buildings and a public house.



Oswin Mill: would benefit from restoration and change of use

- 2.61 As Canal Road continues southward the functional character of industry and employment uses is reinforced. At the junction of Stanley Road, signage and competing corporate colours, as well as steel palisade fencing, create a visually cluttered and poor environment, which contrasts sharply within the natural landscape. This environment detracts from the character of the terraced cottages that run to the east of Canal Road.
- 2.62 Midland Cottages are built in brick with terracotta detailing and have attractive and distinctive arched window treatments. The properties overlook a range of industrial buildings, accessed from Canal Road and Hillam Road Industrial Estate. Within the estate, properties are tidy and modest in terms of their quality, although the Canal Road frontage is weak. It is, however, partially screened by mature trees.



Midland Cottages: character buildings overlooking unsightly industrial uses

Queen's Road crosses Canal Road and the bridge at this location is itself a landmark, especially when viewed from the south. The bridge is faced in coursed stone and marks a notional boundary beyond which to the south, the 'commercial' / edge of centre character of Canal Road begins. To the east there are some noteworthy car showrooms built in a contemporary style in steel and glass and some derivative office buildings.



Contemporary designed car showrooms

2.64 To the south of the Tesco store, the grain and character of buildings becomes more dense and intimate, relating more to the proximity of the city centre and a number of traditional buildings. The redevelopment of the four storey Ambler Mill, through refurbishment and a contemporary extension, sets the standard for future renovation and reinvention of neighbouring buildings such as Conditioning House. Together these distinctive buildings form a landmark group of traditional stone built development. The quality of buildings surrounding this historic group is less noteworthy however, including a number of generic retail and showroom buildings.

## Streetscape and Public Realm

- 2.65 The public realm of the Corridor is functional at best and is designed less as a place for people and more for the needs of vehicles. This applies particularly to the south of the route where the streetscape is dominated by lighting columns, crash barriers, signs and cameras.
- 2.66 The wide roads, convoluted road layout and complicated junctions along this southern part of the corridor all reinforce the dominance of the car at the expense of pedestrian movement.
- 2.67 Street furnishings and pedestrian surfaces are functional at best and improved provision for pedestrians may help to enhance the comfort and appeal of the corridor for walking and cycling.



Less of an environment for people, more for cars.



Advertising hoardings detract from the environmental character of the corridor

2.68 Fast flowing and heavy traffic movements prevent informal crossing of the road so that it acts as a barrier. Six controlled crossings span the corridor but are mainly confined to the southern section of the route. The pedestrian environment around the northern residential area is more agreeable. This is aided by wider pavements, grass verges and the set back of properties.

## Transport and Infrastructure

2.69 The Canal Road Corridor has historically become an important transport corridor that links Bradford City Centre in the south to Shipley in the north. The reopened Bradford Canal will lead to a dramatically improved environment that will attract significant investment in residential and office development, which must in turn be supported by improvements to the quality of road access and bus and rail services.

#### Road

- 2.70 Road transport within the Masterplan area is dominated by the A6037 Canal Road in the base of the valley, which acts as a major barrier and dividing line. The Masterplan area is characterised by this high capacity route along the length of the valley, and secondary or minor roads that cross the valley. The cross-valley routes have to cross the obstacles of the railway line, A6037, Bradford Beck and potentially in the future the reopened Bradford Canal.
- 2.71 The A6037 Canal Road forms a vital traffic link connecting Airedale and Wharfedale via the City Centre to the motorway network at the M606. This road is the high capacity route for the corridor principally carrying throughtraffic but also providing access to the City Centre, employment land and local access traffic.
- 2.72 The corridor is well served by bus routes. A Quality Bus Corridor (QBC) has recently been developed along the A650 Manningham Lane operating between Keighley and Bradford.

#### Rai

2.73 Bradford Forster Square station is located at the southern end of the Canal Road Corridor, and connects into the east and north of the City Centre. The station is directly connected to the north to Shipley via Frizinghall, and has services that go on to Skipton in Airedale, Ilkley in Wharfedale and Leeds. A direct service to London operates from Bradford Forster Square and connections can be made from Shipley or Leeds to further regional and national stations.

- 2.74 The Airedale and Wharfedale railway lines linking to Leeds are amongst the busiest of all the West Yorkshire rail services. At peak times there are two services per hour to each of the destinations equating to 6 trains per hour in each direction. This is a high quality of service, and could be deemed equivalent to a light rail or tram service for the District. The railway line is electrified and has good rolling stock.
- 2.75 Despite the excellent service frequency and rolling stock Bradford Forster Square Station currently operates at approximately 50% capacity. The Airedale service from Skipton via Keighley, Bingley and Shipley to Bradford is the most heavily used whilst the service from Bradford Forster Square to Leeds is the most under-utilised and represents the greatest opportunity for increased use.
- 2.76 Commuting to Leeds strongly drives the market on the Airedale and Wharfedale lines. The current rail service from Bradford Interchange to Leeds is shorter in time but the rolling stock is inferior.
- 2.77 Park and Ride by rail within the corridor is popular, with Shipley station being the most popular due to the frequency of rail services serving numerous destinations. However, parking capacity is limited at Shipley station, Frizinghall and Bradford Forster Square and demand can often exceed supply.

#### Cycle and Pedestrian Routes

2.78 A cycle route has been developed along the valley but is poorly used. Pedestrian routes are provided along the side of the A6037 on broad footpaths but the environment is poor due to noise and spray. The railway is a distinct barrier to cross-valley pedestrian movement with a lack of crossings except at road crossing points.

#### **Proposed Changes**

- 2.79 The Airedale Masterplan identifies the need for a Shipley Eastern Link Road that joins Otley Road at Baildon to Cragg Road and A6037 Canal Road. This proposed scheme will unlock employment land, improve public transport access, and encourage regeneration in Shipley as well as providing capacity improvements.
- 2.80 There is also an aspiration to improve A6037 Canal Road, with capacity improvements through local widening and a potential reduction in the number of junctions onto and off Canal Road.
- 2.81 The Shipley Eastern Link Road and A6037 Canal Road Improvements are both identified in the recently published Local Transport Plan 2.

#### **Utilities**

- 2.82 The Bradford Beck is culverted along the majority of its length. The Beck is a surface water drain and could in its current state be considered as a utility. The Beck is under Riparian ownership and its maintenance is the responsibility of Bradford MDC.
- 2.83 There are significant high-pressure large diameter gas mains that run along Canal Road. From these are lesser high-pressure distribution mains.
- 2.84 There are two electricity sub stations along the route. The first and largest is at Singleton Street and cannot practically be moved without significant cost. There are many high voltage mains entering in and out of this substation. The second is on Bolton Road on the edge of the City Centre within the Channel Neighbourhood Development Framework Area.

2.85 At Stanley Road, there is a deep sewer to Esholt and Shaft. At Queens Road there are large water mains crossing over the A6037 Canal Road.

## **Property Market Context**

- 2.86 The review of the local property market recognises the good potential of the Canal Road Corridor for new development associated with the reinstatement of the Bradford Canal.
- 2.87 The overall strength of the national and regional economy should help support the sustained growth of the local economy in the District and the demand for land and premises.
- 2.88 The strong performance of the housing market relative to the region and the success of urban regeneration in the City Centre and elsewhere should help to generate further demand within the District for new housing.
- 2.89 The potential exists to establish new office space within the Canal Road Corridor to meet the anticipated demand created by the redefinition of the local office market and the creation of a new quality waterside setting on the edge of the City Centre.
- 2.90 The scope for industrial uses along the Canal Road Corridor is likely to be limited due to the changing role of the Corridor with demand for sites for residential and office uses pushing up land values.
- 2.91 The potential for additional retail warehousing other than the schemes in the pipeline is likely to be limited not so much by demand but by planning and highway constraints.
- 2.92 It is anticipated that demand would be strong for a range of complementary leisure uses including food and drink and other uses such as budget hotels and health and fitness clubs.
- 2.93 Demand for sites in the Canal Road Corridor by developers for both residential and office use is likely to be strong given the relatively low land values compared to adjacent areas and the fact that properties in waterside locations can generate up to a 20% uplift in value.

## Summary of Key Issues and Challenges

2.94 The key issues and challenges facing the Canal Road Corridor have been summarised in the table below through the use of a SWOT analysis:

Ctive position West was a second of the control of					
Strengths	Weaknesses				
<ul> <li>The masterplan will be able to influence the future allocation of the site, as part of the forthcoming LDF.</li> </ul>	Bradford MDC have recently adopted their UDP which sees most of the Masterplan area retained for				
The Masterplan area is rich in built heritage, and can also build on opportunities presented by neighbouring heritage assets.	<ul> <li>employment uses.</li> <li>Topography and land uses mean the area is very fragmented and there are few east-west links.</li> </ul>				
The Bradford 2020 Vision sets a strong agenda for regeneration within the District, which can be used to guide the development of the Canal Road	Canal Road acting as a barrier to new development opportunities along the base of the Valley.				
Masterplan.	Multiple land uses may hinder effective delivery of the masterplan strategy.				
<ul> <li>The Canal Road Corridor Masterplan can 'plug into' and gain the benefits from previous regeneration work in the District, in particular the Airedale, Manningham and Bradford City Centre masterplans.</li> </ul>	Despite the excellent service frequency and rolling stock Bradford Forster Square Station operates at approximately 50% capacity.				
The area is well served by local schools.	Parking capacity is limited at Shipley Station, and demand often exceeds				
The area is well served by train services to Bradford, Shipley and Leeds.	supply for parking spaces.				
A6037 Canal Road forms a vital traffic link connecting Airedale and Wharfedale via the city centre to the motorway network at the M606.	<ul> <li>The railway is a distinct barrier to cross-valley pedestrian movement with a lack of crossings except at road crossing points.</li> </ul>				
The corridor is well served by bus routes.	The allotments are currently closed due to contamination.				
Frizinghall Station is an important public transport gateway into the site	Built fabric is characterised by functional demands of industry.				
It is anticipated that demand would be strong for a range of complimentary leisure	Low quality housing developments towards Shipley.				
uses including food and drink and other uses such as budget hotel and health and fitness clubs.	The public realm is less of a place for people and more suited to the needs of vehicles.				
Demand for sites in the Canal Road Corridor by developers for both residential and office use is likely to be strong given the relatively low land values compared to adjacent areas and the fact that properties in waterside locations can generate up to a 20% uplift in value.	Lighting columns, crash barriers, signs and cameras create a mediocre environment along the Corridor.				
	The potential for additional retail warehousing other than the schemes in the pipeline is likely to be limited not so much by demand but by planning and highway constraints.				

# Opportunities Threats using targets are proposed to Annual housing allocations.

- Annual Housing targets are proposed to increase from the current figure of 1,390 units to 1,950 dwellings per annum between 2004-2016, and 2,370 per annum post-2016. It is thought that the figure is likely to be more like 1,600 units per annum.
- At least 57% of all new development should be on Previously Developed Land (PDL).
- Development around the Canal Road Corridor could be used to create crossvalley links between the Manningham and Bolton and Undercliffe areas.
- The reopened Bradford Canal will create a dramatically improved environment that has the potential to attract significant investment in residential and office development.
- Park and Ride by rail is popular within the Corridor.
- Road improvements identified in the recently published LTP include the Shipley Eastern Link Road and A6037 Canal Road.
- There is potential to increase the size of the car park at Frizinghall Station.
- At A6177 Queens Road, there may be potential to reopen Manningham station on the Shipley to Forster Square line.
- Potential to improve Bradford Beck as an interesting natural feature.
- The overall strength of the national and regional economy should help support the sustained growth of the local economy in the District and the demand for land and premises.
- The strong performance of the housing market relative to the region and the success of urban regeneration in the city centre and elsewhere should help to generate further demand within the District for new housing.
- The potential exists to establish new office space within the Canal Road Corridor to meet the anticipated demand created by the redefinition of the local office market and the creation of a new quality waterside setting on the edge of the City Centre.

- Annual housing allocation targets are likely to be greatly increased in the future.
- There are significant high-pressure large diameter gas mains that run along Canal Road. From these are lesser high-pressure distribution mains.
- There are two electricity sub stations along the route.
- At Stanley Road, there is a deep sewer to Esholt and Shaft. At Queens Road there are large water mains crossing over A6037 Canal Road.
- Signs of under investment along Valley Road.

## 3. The Vision for Canal Road

## **Emerging Vision**

3.1 The Emerging Vision has been articulated for the Canal Road Corridor derived from the aims and objectives of the Study, baseline analysis and a stakeholder brainstorm workshop. The Vision for the Corridor is:

"To redefine the role, function and character of the Corridor to create a series of quality mixed use and sustainable neighbourhoods which are well connected and maximise the development and amenity potential of the proposed new Bradford Canal."

3.2 The Vision promotes the comprehensive regeneration of an area that has lost its former purpose and identity but is capable of making a major contribution to the future economic, environmental and social development of the city. It recognises the importance of the canal as a catalyst for regeneration to create a series of interrelated places each with their own specific role, function and character.

## **Strategic Objectives**

- 3.3 In support of the Vision for the Corridor a number of strategic objectives have been identified as follows:
  - n To recognise the importance of the 'Canal as a catalyst' for regeneration;
  - n To ensure a 'balance of functions' within the Corridor:
  - n To 'create a sustainable place' to live, work and spend leisure time;
  - n To promote a positive and viable 'mix of uses' within the Corridor; and,
  - n To 'enhance movement and connection' within the Corridor.
- 3.4 These strategic objectives provide the overarching concept behind the Vision and Masterplan for the Corridor. The objectives are interrelated and represent the key objectives required to deliver the major functions of the Corridor to create a sustainable and economically successful part of the City. The physical considerations of infrastructure, development and open space are developed as layers within the corridor to shape the character and quality of the environment.
- 3.5 The Strategic Objectives Plan at Appendix V provides a spatial representation of the strategic objectives.

#### Canal as a Catalyst

- 3.6 The introduction of the Bradford Canal is the catalyst for the regeneration of the area over the next 15-20 years. The work undertaken to date has begun to test the feasibility of the concept and agree an alignment as the basis of detailed negotiations. It is essential in the delivery of the canal project to maximise the development potential along the proposed route through adherence to a number of key principles as follows;
  - n Establish optimal alignment that provides maximum value against cost;
  - n Identify uses that maximise development values;
  - n Maximise the amenity value of water to create an attractive setting for development;
  - n Maximise the use of public land ownerships to help deliver the project;
  - n Create basins and marinas to provide a focal point for development and increase values:
  - Maximise the use of locks as a focus for development and to add interest; and.
  - n Maximise access to encourage use.
- 3.7 This will not only help to create a series of viable, sustainable communities but will also help to provide funding for the delivery of the Bradford Canal.

#### **Balance of Functions**

- 3.8 A balance will need to be struck between the principal functions of the Corridor as a major transport route between Bradford and the wider Airedale Valley and its role as a place to live, work and enjoy.
- 3.9 In terms of the role of the Corridor as a major highway and public transport Corridor the Masterplan must establish the balance between the role of the corridor as the strategic route between Bradford and Shipley and its local role to provide access to those who live, work and recreate in the area. The challenge is to maintain traffic flows and movement in a linear and cross-corridor direction while at the same time reducing the severance effect and impact on uses located either side of the corridor.
- 3.10 The Masterplan proposes to re-brand the Corridor to reduce its linear character and introduce new uses through the creation of a series of new places with specific roles and functions. A mix of new uses would be introduced that maximise the potential of the proposed Bradford Canal and strategic location to include new waterside residential, leisure, local retail, education and recreational uses.

- 3.11 To achieve the balance between the introduction of these new uses and the existing role and function of the Corridor the location, layout and design of the new neighbourhoods must adhere to a set of key principles including:
  - n Establish a mix of uses that support the role and function of the Corridor as a major transportation corridor and series of sustainable neighbourhoods;
  - n Reduce the severance effect of Canal Road and improve cross corridor routes through targeted access and environmental improvements;
  - n Optimise the alignment of the proposed canal to reduce conflict between new traffic generating uses and Canal Road;
  - n Reduce the potential conflict between uses through the location of sensitive uses such as residential properties away from the main road frontage;
  - n Encourage higher density uses close to public transport corridors and main road frontages;
  - n Discourage large traffic generating uses; and
  - n Maximise the potential of the canal as a movement corridor to reduce the impact on Canal Road.

#### Creation of Sustainable Places

- 3.12 A key objective of the Vision and Masterplan is to create a series of sustainable neighbourhoods along the Corridor to reduce the linear character of the Corridor and maximise the potential of the Canal as a catalyst for regeneration.
- 3.13 The development of these neighbourhoods should build on the location adjacent to the canal and close to existing communities to establish places with a clear role and function where residents and workers have good access to local services, employment, shopping, leisure / recreation and public transport.
- 3.14 The creation of these neighbourhoods should embrace the key principles on Sustainable Communities as follows:
  - n Maintain a clear role and identity;
  - n Be developed with a critical mass of population to support services and facilities;
  - Be located within maximum 10 minute walk times of key services and public transport hubs;
  - n Provide access to a good mix of local facilities to provide for everyday needs i.e. shopping, health, welfare, education, leisure and employment;
  - n Include a complimentary mix of uses that encourage use and add vitality and interest:
  - n Development should be of high quality, mixed use, durable and adaptable with minimal environmental impact;
  - n Higher residential densities close to existing centres and public transport corridors;
  - Good access to the range of public transport modes to reduce the reliance on the private car;
  - Maximise the potential of the canal as a key pedestrian and cycle route to encourage walking and cycling; and
  - n Safe and inclusive.

#### Mix of uses

- 3.15 To encourage a successful series of places, a complimentary mix of uses will need to be established that stimulate activity, vitality and interest. An appropriate balance of uses will ensure activity throughout the day and evening to ensure the long-term success of these neighbourhoods as self-supporting and sustainable communities. The location of the mix of residential, employment and local services close to each other is important in ensuring ease of access by foot or bicycle, thereby reducing dependency on the private car.
- 3.16 The mix of uses identified for the Corridor must support the concept of Sustainable Communities and adhere to a number of key principles. The mix of uses:
  - n Must maximise the potential of the canal;
  - Must be deliverable within the confines of the market and local planning and policy framework;
  - n Should promote a range of opportunities for working, living and playing;
  - n Should include a variety of housing types and tenure to provide for the 'lifecycle' of the housing chain;
  - n Should be encouraged particularly at local centres and along key routes;
  - n And should include:
  - n Active ground floor uses particularly along the main road frontage and at focal points such as marinas and transport hubs should be encouraged;
  - n Provision for flexibility of buildings to change use through time;
  - n New development integrated into the existing framework;
  - n Streets that can accommodate a variety of uses;
  - n Facilities located within ten minutes walk of homes; and,
  - n Supporting local services located upon principal public transport routes/hubs connecting the individual neighbourhoods with each other and the City Centre.

#### **Enhance Movement and Connection**

- 3.17 The existing movement framework in the Corridor is largely linear in nature with the severance effect of Canal Road reducing ease of movement and access across the valley. If the Vision for the Corridor is to be successful then cross-valley linkages and connections will need to be improved. A number of key principles have been identified to promote enhanced movement and connection, and the regeneration of the corridor should seek to:
  - n Target and strengthen existing cross corridor routes through junction improvements;
  - n Provide new connections across Canal Road where necessary;
  - n Restrict traffic on poor performing intersections, to reduce congestion and improve traffic flows;
  - n Improve connections from the surrounding area into the Corridor;
  - n Segregate strategic and local traffic where possible;
  - n Maximise the public transport potential of the Bradford to Shipley railway with a new rail halt at Station Road, Manningham;
  - n Improve linkages to the railway stations to promote them as key nodes;
  - n Encourage new residential development to be located close to public transport hubs;
  - n Improve pedestrian and cycle connectivity across Canal Road; and
  - Maximise the use of the canal corridor as a key pedestrian and cycle route linked into the wider network.

## 4. The Masterplan

- 4.1 This section of the report presents, in detail, the preferred Masterplan option, including;
  - n Action Plan and Outputs;
  - n Use and Functions:
  - n Movement and Access:
  - n Form and Density; and,
  - n Public Realm and Environment.
- 4.2 This section concludes with detailed descriptions of each of the individual projects that comprise the Masterplan.

## **Action Plan and Outputs**

- 4.3 The Masterplan is illustrated in Appendix II, and a plan identifying the location of the main Opportunity Sites within each of the key Masterplan project areas is located at Appendix VI. A detailed schedule of the projects identified for the key development areas to include a project description, development outputs, indicative costs/values, funding sources, lead agent and phasing is set out at Appendix VII. A summary of the key outputs and values includes:
  - n 118 hectares total land area:
  - n 59 hectares of developable land;
  - n 2,500 new dwellings;
  - n 24,000 m2 of commercial development;
  - n 40 hectares of quality open space; and,
  - n £300-£400 million of development value.

#### **Use and Functions**

4.4 The Masterplan for the Canal Road Corridor proposes a radical restructuring of the Masterplan Area. It recognises that the present dominance of industrial activity is likely to decline as industrial users seek more accessible locations and that a new identity for the Corridor is needed based on a mix of uses conducive to an interesting and attractive canalside environment. The masterplan seeks to link to the proposals for 'The Channel' which form part of the Vision for Bradford City Centre and which have recently been the subject of a Neighbourhood Development Framework. The proposals include mixed-use development comprising residential development on a large-scale, as well as commercial and leisure opportunities.

- 4.5 The Masterplan is offered as a composite of the various options considered by the Study Team and is built on a concept of seven new linked 'quarters' for the Corridor (see Concept Plan at Appendix VIII). The Character Areas and principal uses are:
  - n Shipley Waterside Town centre residential and office with some ground floor retail:
  - n Shipley Fields Waterside open space, Bolton Woods Football Club and Shipley College's Horticulture and Sports Campus;
  - n Frizinghall Waterfront Residential;
  - Oswin Marina Residential with some ground floor commercial uses and a sports pitch;
  - Bolton Hillside Residential within extensive areas of high quality open space;
  - n Oliver's Locks A new residential community with a mix of retail, leisure, office and employment uses; and
  - n Manningham Cross Residential, large-scale retail and some commercial/leisure opportunities.
- 4.6 The Masterplan (see Preferred Option Masterplan attached) takes forward the concept to realise specific uses for the sites identified in the Masterplan Area. It optimises the area's canalside, topography and landscape assets to create an attractive living environment, bolstered by the close proximity of rapid transport (both existing and proposed) and quality schooling (Bradford Grammar School and Challenge College) to support a high proportion of residential development in the Corridor.
- 4.7 Such development is concentrated in the central triangle formed by the transport hubs and Bolton Hillside, in the new community of Oliver's Locks, as illustrated by the Concept Plan located at Appendix VIII. This is to ensure that rather than piecemeal development and encroachment into surrounding communities there is a 'place-making' focus, which enhances connections between the communities of Bolton Woods, Frizinghall, Manningham and Bolton whilst maintaining their independent characters.
- 4.8 In addition to residential use, the Masterplan also recommends a range of employment, commercial, educational and recreational uses to service the needs of the new community. This will not be based on the current dominance of large-scale industrial buildings and activity as it is felt that the benefits of the waterside and a new community cannot be fully delivered in such surroundings. Some existing users may need assistance in finding new, better quality premises in a range of more intensive and attractive buildings that sit well with new residential units or in some cases elsewhere in Bradford.

#### **Movement and Access**

4.9 The concept for movement and access in the Corridor recognises that Canal Road performs a dual-function. It acts as a local service road for the businesses located along the Canal Road corridor as well as a linear function of getting traffic from Shipley to Bradford, although this is part of a wider framework of cross-valley links. This is illustrated by the Movement and Linkages Plan located at Appendix IX. Canal Road will continue its function as the primary distributor of traffic north of Bradford but this should not compromise the opportunity to create a number of destinations with their own specific characteristics, often at key crossing/gateway points.

- 4.10 To facilitate a 'place centred' approach, transport objectives and their associated infrastructure should not be allowed to override the intention of creating an attractive as well as functional route. The Masterplan, therefore identifies a range of transport measures designed to improve capacity, flows and safety through mostly small scale intervention and reductions in turning traffic, along with a range of pedestrian, cycle and rail improvements (see Movement and Linkages Plan). The Masterplan is, however, radical in the routing of Canal Road and proposes that a section of the route is diverted for through traffic, to a new route alongside the railway.
- 4.11 The Masterplan proposes a realignment of Canal Road from north of Queen's Road to the new Stanley Road link, a stretch of about 1 km. The benefit of such a route is that it would remove the possibility of severance within the new community by Canal Road and thus would significantly improve the attractiveness and value of Oliver's Locks, allowing for a more transformational scale of change. Understanding that there is already significant infrastructure contained within the existing Canal Road, the old route would be retained and downgraded to become a local 'High Street' fronted by a range of commercial and residential activities.
- 4.12 Improvements would then be made through the creation of a new junction at the diverted Canal Road and Bolton Lane (where there have been a number of accidents) to allow access to Queens Road. Station Road would be downgraded to a left turn off-slip to Canal Road and Kings Road would remain an all movements traffic signal controlled access from the ring road
- 4.13 The reopening of the Canal itself will open up new connections not only in terms of water traffic but possibilities for a canalside walk and cycleway from Bradford to Shipley and beyond. This route would link up with new and existing development to the east and west, through enhanced cross valley connections, especially at Bolton Woods, to create a convivial, safe and well used route between the settlements and train stations. The pedestrian route of Canal Road also needs improvement and would benefit from environmental enhancement such as surface treatment, new lighting and landscape works and some pavement widening.
- 4.14 At Frizinghall Station there is potential to improve physical and psychological connectivity with Bolton Woods through the construction of a new bridge link from Frizinghall Road to Gaisby Lane. The bridge would be for vehicular, cyclist and pedestrian use, connecting with the canal towpath in order to enhance linkages between the train station and new development at Oliver's Locks and Bolton Hillside. The existing approach roads would be changed to on/off slips and Gaisby Lane reduced to off and left turn only access from Canal Road.
- 4.15 At Queens Road, Manningham, the Masterplan proposes the reopening of a station halt. The station would serve the Manningham area and become an important node of the 'Triangle of Opportunity.' There would be potential for bus/rail interchange and park and ride with access to the ring road. There is sufficient capacity within the rail operating system to accommodate a new station for the Bradford to Leeds service and available land to the south of the station for station buildings and car parking facilities.

- 4.16 Cragg Road and then Canal Road. This would not only open up areas for development at Shipley Waterside but it would also ease congestion problems through Shipley Town Centre.
- 4.17 To create a better arrangement of development space at Stanley Road and to reduce the impact of through traffic it is recommended that the length of road from the canal to Canal Road is re-orientated to continue westwards. Part of the redundant road would then be absorbed within the development site for access only.

#### Form and Density

- 4.18 The approach to form and density proposes a clustering of activity and density in the valley bottom, giving way to a lower density of development on the hillside. The intensity and quality of development to Canal Road will increase, reflecting a place centred approach in contrast to the present 'spread city' image of Canal Road.
- 4.19 Considering proximity to public transport and town/city centres gross densities of 100 dwellings per hectare are recommended at Shipley Waterside, Frizinghall Waterfront, Oswin Marina, Oliver's Locks and Manningham Cross. This would include single/multi-person apartments and a proportion of family accommodation such as town houses. Apartment blocks would be positioned towards the train stations and canalside to intensify use of public transport and the waterside. A proportion of mixed-use accommodation is proposed for Oliver's Locks, Oswin Mill and Shipley Waterside to promote a more sustainable urban community.
- 4.20 Housing layouts are likely to be fairly formal, mirroring street patterns in Manningham with frontages arranged to maximise overlooking to adjacent streets and the canalside.
- 4.21 At Bolton Hillside and Oliver's Locks towards Bolton Woods, the topography of the hillside would probably restrict densities to 30-40 houses per hectare. Housing layouts would need to be sympathetic to the form of the land and less formal than the valley bottom. Housing is most likely to be individual detached houses and there is a considerable opportunity for innovative design due to the high visual impact of development on the hillside. A bold vision of contemporary designed homes set within what is mostly a significant area of high quality landscape, it is hoped, could bring considerable interest to Bolton Hillside.
- 4.22 Retail uses such as a supermarket and DIY store are proposed at Manningham Cross and reflect market demand. It is, however, accepted that the scale of such development, if implemented poorly, could considerably scar the urban area. It is therefore recommended that such large store formats offset high internal floorspace with multi-storey accommodation and car parking. A more intensive use of space will release land, most importantly the canalside, for a finer grain of commercial development.

#### **Public Realm and Environment**

- 4.23 The canalside constitutes the greatest intervention into the public realm and will create around 5km of towpath and cycle routes along its length, linked to a range of cross-valley connections. This will unite a range of hard and soft open spaces, ensuring that new and existing development benefits from a quality public realm. From entering the channel at Shipley the Masterplan defines a series of visual 'stepping stones' punctuated by improved treatment of the valley landscape, to ensure a range of urban and rural landscapes are experienced between Shipley and Bradford.
- 4.24 A considerable green wedge at Shipley Fields is retained as a breathing space between Shipley and Bradford. This will benefit from the dramatic topography at Owlet and existing recreational uses such as Bolton Woods Football Club. Continuing south, the development of Bolton Hillside will be integrated with high quality planting to ensure that housing blends into the landscape. The quarry located here has a future thirty-year lifespan and with development only expected in the long term, it is vital that a piecemeal approach is avoided. A more detailed review of this area is needed so that new development connects both physically and aesthetically with its environment. The suggestion of an arboretum would significantly benefit the proposition of a new Horticulture and Sports Campus for Shipley College and would significantly improve the recreational setting of the canal and the environment of new and proposed development.
- 4.25 Along the canalside a series of hard open spaces are proposed at Shipley Waterside, Oswin Mill, Oliver's Locks and Bradford Waterside. There is an opportunity to link these spaces with active uses such as restaurants, bars and other waterside activities to create stopping points on the canal and areas of interest for the local population. Smaller scale areas of less formal open space are likely to be created at other points such as locks and bridges.
- 4.26 In addition to the Canal itself, two other water bodies are proposed. At Shipley Fields near Powell Road an area has been identified in the Bradford Canal Feasibility Study as suitable for wetland/nature conservation. This, linked to the three-rise lock system, will become a focal point for the local community. A linear marina adjacent to Oswin Mill is also included, becoming a destination for boat users and residents.

## **Key Masterplan Areas**

4.27 There are seven Key Masterplan Areas proposed within the overall Masterplan for the Canal Road Corridor. These are identified on the Concept Plan located at Appendix VIII and are described in more detail below.

## (i) Shipley Waterside

- 4.28 The construction of the Shipley Eastern Link Road and the Canal will open up significant possibilities for development where the Bradford Canal meets the Leeds and Liverpool Canal. Detailed examination of this area as part of the Bradford Canal Feasibility Study proposed a mix of refurbishment, conversion and new build development and this Masterplan accepts that such a principle should form the basis for the development strategy at Shipley Waterside.
- 4.29 The Bradford Canal Feasibility Study recommends the removal of all industrial uses from the area to facilitate mixed-use development with a residential bias. Considering the ease of access to Shipley train station and town centre, a high density of development is envisaged principally based on apartments, with a range of complementary activities and uses such as office and commercial space (shops/restaurant/bars).



A mix of waterside uses such as shops, restaurants and bars will create vibrancy and complement other commercial uses such as offices.

- 4.30 The proposals for Shipley Waterside include:
  - n Refurbishment of Junction Mill to a 60/40 split of residential/office development;
  - n Refurbishment of Dockfield Mill to residential use;
  - Residential development (typically 80 units per hectare) to the Ambler Mill, Junction Works, Perseverance Mill and Crag Road sites;
  - n Residential development with ground floor commercial space to Leeds Road; and,
  - n Mixed-use office/residential development at Shipley Approach.
- 4.31 The layout and form of development should optimise the canalside environment, creating not only a pleasant place to live, work and relax but also a point of interest to canal users. New living and commercial opportunities will need to sympathise with the existing grain and pattern of Shipley.

# (ii) Shipley Fields

4.32 The present area of open space between Cragg Road and Gaisby Lane will mostly be retained to act as a green buffer between Shipley and Bradford. The new Shipley College Horticulture and Sports Campus is planned on part of the disused allotments facing Canal Road/Gaisby Lane to act as a visual landmark to the road and to connect with Frizinghall Station. The facility would complement the existing Bolton Woods Football Club, intensifying the viability and use of the club's playing fields.



Integration with existing facilities will ensure that the viability of existing assets, such as sports pitches, is not lost.

4.33 Existing low-grade industrial uses on Powell Road are recommended for replacement with new residential dwellings. This will improve informal surveillance and security for the club and connections between the existing and proposed Bolton Woods residential areas and the football club. To offset the loss of open space, the football club could expand onto the remaining allotments, bringing into use this presently idle open space.

# (iii) Frizinghall Waterfront

- 4.34 Proposals for this linear strip between the railway and Canal Road will involve two interventions. It is possible that the northern area residential properties could be selectively reconfigured to introduce some new housing, and the southern area of employment uses converted into residential use.
- 4.35 It is felt that the residential properties are of poor build quality and are not worthy of renovation. Their redevelopment for a more aspirational range of properties for both the private and social rented sectors, perhaps mixed with some small-scale commercial activity, is recommended.
- 4.36 To the south present activities, such as waste transfer, create noise, dust and heavy vehicular movements ill suited to the transformation of this part of the corridor to a primarily residential environment. These uses would need to be removed as a priority with the historic buildings retained for renovation and conversion to residential development alongside some new build infill dwellings.

# (iv) Oswin Marina

- 4.37 Oswin Marina is an opportunity to create a major destination on the Canal. This would involve the sensitive renovation of Oswin Mill to upper floor residential apartments with ground floor food and drink uses spilling out onto the waterside.
- 4.38 To integrate the development with a more urban setting, in easy reach of Frizinghall Station, it is proposed that part of the playing fields could be reconfigured to introduce residential dwellings. If it is reconfigured however, an element of open space would, however, be retained for sports and recreation use.

# (v) Oliver's Locks

4.39 The area around Oliver's Locks is forecast as the principal and most important development opportunity for Canal Road (see Illustrative Proposals plan at Appendix X for a more detailed illustration). The intention of Arnold Laver to relocate operations from a range of sites on Canal Road to a single facility elsewhere in Bradford is a major driver for change, no less since the canal may pass through adjacent to some of these sites. To maximise the momentum of the canal and create an attractive setting, all industrial sites within the central Triangle Of Opportunity would be reconfigured in order to introduce some high quality, high-density residential and mixed-use waterside development.



Development should comprise high-quality and high-density design.

- 4.40 The prospect of a significant public space adjacent to the locks with ground floor commercial uses spilling on to the waterside would create an attractive centre point for the community. This would include a bridge to the east, forming a pedestrian link through open space, overlooked by new low density housing (due to the restrictions of topography), into the existing housing estates in Bolton Woods.
- 4.41 The former Canal Road would be retained to become a more amiable 'High Street' fronted by housing and commercial development. This would include local shops and services to some ground floors with residential apartments above as well as apartment blocks and town houses. The Hillam Road area to the west would become a mix of apartments and townhouses within a formal and connected arrangement of streets, as in Manningham. An area for employment uses would be retained to the north, accommodating such uses in higher density and quality development then exists at present.

# (vi) Bolton Hillside

- 4.42 The inclusion of Bolton Quarry in this Masterplan Area underlines the importance with which this area should be considered in the longer term. The quarry could remain in operation for the next thirty years, however, since a significant proportion of the disused quarry is likely to become open space in the future, early planning and planting will secure a more mature landscape setting for the future.
- 4.43 Further discussions are needed to ascertain the future of the quarry area and its potential use. A local recreational destination such as an arboretum or country park with trails and viewing points, mixed in with sensitively designed housing could act as an exemplar of sustainable design. This concept could be taken further to include renewable energy, water recycling and low energy principles.
- 4.44 The sensitive redevelopment of this area provides the opportunity to bring back an important area of open space back into public use with a quality and form of development that complements the open nature of the area to act as a catalyst and landmark for the regeneration of the corridor as a whole.



Housing which sits sensitively within a 'green' environment, such as the example shown here, should be promoted at Bolton Hillside.

# (vii) Manningham Cross

- 4.45 The area south of and adjacent to Queen's Road is envisaged for a range of uses. Around the proposed new station at Manningham and to the east, residential apartments would be created through mostly new build but some refurbishment at Valley Road.
- 4.46 South of this area, all the land contained by Valley Road and Canal Road would be redeveloped for a mix of commercial activities. The canal following the line of Canal Road would be set back to create a linear strip of commercial development that could include perhaps hotels, restaurants, bars and office space, to create opportunities to spill out on to the waterside, to complement other mixed use developments, whilst at the same time recognising the importance of the role of the City Centre. To the west a reconfigured Tesco site would include a new store with a new DIY store attached or adjacent.

A mix of commercial activities will create a focus for activity around this transportation hub.



# 5. Making It Happen

5.1 This section of the Masterplan Report considers the priorities for delivery, issues of site assembly and public sector support followed by a review of the possible approaches to delivery leading to a preferred delivery route and suggested early actions and next steps.

# **Priority Projects**

- 5.2 The Masterplan, as outlined in the previous section, provides a comprehensive set of development and infrastructure projects and proposals for the regeneration of the Corridor over the next 10-15 years.
- 5.3 It is important at an early stage in strategy development to identify those priority or catalyst projects that will enable the delivery of other projects and ultimately drive the regeneration of the whole Corridor. In general these priority projects must be deliverable, self-contained projects with a high regeneration impact. This will enable an easy understanding of the overall Masterplan, which will in turn assist marketing.
- 5.4 Based on these general principles a number of priority projects have been identified as set out below:

### Northern Corridor

Shipley Waterside to Frizinghall – this is a major catalyst project for the Shipley end of the Corridor from Shipley Town Centre to Frizinghall Station/Shipley College. It should be developed, where possible, comprehensively to allow for cross-subsidisation between sub-sites and for the new developments to benefit from the uplift in value of the newly created waterside environment. It would also include associated environmental and public realm works along its route.

### Central Corridor - The 'Triangle of Opportunity'

- Canal Road realignment or upgrade and associated access and junction improvements prior to new traffic generating uses coming on stream it will be important at an early stage to resolve the congestion and environmental issues associated with Canal Road. Again this should be implemented alongside the development of sites along the road and canal to allow for cross-subsidies and to ensure that the access and environmental issues have been addressed to allow existing and new uses to function side by side.
- Olivers Locks and Bolton Woods Mixed Use Neighbourhoods this is the major catalyst development project that will begin the transformation of the Corridor and allow for the delivery of the central section of canal together with the required improvements to Canal Road. The concept for the area includes the development of a major new waterside residential neighbourhood centred on a new High Street along Canal Road with high quality sustainable housing stepping up the hillside to a major new open space at Bolton Woods. The development must be of a scale and quality sufficient to drive the transformation of the corridor with sufficient value to deliver key aspects of the canal and road infrastructure.

- Oswin Waterside new mixed use residential neighbourhood the second major catalyst project to create a new mixed use neighbourhood centred on Oswin Mill and Shipley Fields with the development of new high quality waterside housing, new Shipley College Campus and associated commercial and leisure uses. Again the development must be of a scale and quality to help cross subsidise, in part, the delivery of the canal and road infrastructure.
- n Frizinghall and Manningham Station Hubs Mixed-use developments focussed around the transport hubs will provide developed 'corners' for the new settlement extending east to the Corridor and Bolton Woods.

### Southern Corridor

Manningham Cross – the early delivery of the proposed redeveloped Tesco store and associated retail warehousing on adjacent sites will be the catalyst for the delivery of the southern section of the canal project and associated infrastructure improvements. It is important for any Delivery Partnership and Tesco to work together to deliver a project to the mutual benefit of all parties.

# Site Assembly

- 5.5 Land assembly is typically the single most important barrier to the development of comprehensive mixed-use projects of the kind advocated here. The default position for the Council in dealing with this to guarantee the appropriate scale and quality of scheme should be to pursue Compulsory Purchase Order (CPO) powers as required. This could be either direct using the Council's statutory powers or in partnership with Yorkshire Forward or English Partnerships.
- 5.6 As outlined below this process may not be necessary but a stronger scheme will emerge if the will to control delivery and quality by CPO if required is present. This will essentially ensure a scheme driven forward by the public sector pursuing a Vision rather than responding to the private sector and having lesser control through planning powers.

# **Public Sector Support**

- 5.7 The delivery of the Vision for the Corridor will undoubtedly require significant commitment and investment from a number of public sector agencies to drive the agenda for change and to regulate the design and construction quality of development within the Corridor.
- 5.8 Once the Vision and delivery routes are clarified we would recommend commencing a dialogue with Yorkshire Forward and English Partnerships to explore potential assistance as proposals progress.
- 5.9 The range of projects requiring public sector assistance has been identified as set out below.

### The Canal

5.10 The proposed Bradford Canal is the catalyst for the regeneration of the whole Canal Road Corridor with the potential to generate significant investment over many years. The public sector has a key role to play in driving forward the delivery of the project using its CPO powers where necessary to acquire land and to embed the alignment of the canal in the Local Development Framework and other statutory planning documents.

5.11 There is also a strong case for investment from the likes of EP and Yorkshire Forward to promote a project at the early stages to pump prime investment and as a catalyst for change.

Infrastructure Improvements

5.12 A key element of the Vision is to ensure a balance between local and strategic users of the Corridor and to enhance movement and linkage in both a linear and cross-Corridor direction. This will require significant investment in highways infrastructure either through the realignment of Canal Road or a major upgrade along the existing route along with other complementary access and junction improvements. This will require both the political and financial commitment and support of the Council as Highway Agency and the URC to maximise the regeneration potential of the Corridor and canal. Once the commitment is secured for the proposed improvements then further more detailed work will be required to assess the feasibility of the proposals.

Sustainable Housing

5.13 The intention to develop a series of sustainable neighbourhoods with housing and other uses that meet the most stringent design and environmental standards creates a strong case for investment assistance from English Partnerships given their new focus on housing issues to drive the regeneration agenda.

**Regeneration Benefit** 

5.14 The scale and importance of the Vision and Masterplan for the Corridor as a major catalyst for investment and regeneration is a powerful argument to warrant the support from partnering regeneration agencies.

# **Delivery Process**

5.15 There are a number of potential approaches to delivery, each with different likely outcomes. Examples of these are set out below.

### 1. Planning Brief Only

A Planning Brief could be issued and private sector responses reacted to in this context to try and encourage the appropriate form and quality of projects. Projects would tend to be piecemeal due to land assembly difficulties. The private sector would tend to pursue its own objectives and the Council would only be able to react within its Statutory Framework.

2. Public Sector Land Assembly and Disposal by Development Agreement

This method would create certainty of a comprehensive planned scheme generating optimum benefits from the area. The acquisition process would allow disposal by Development Agreement to a partner selected competitively against a Development Brief setting out the required form and quality of scheme. The Council or Yorkshire Forward/EP powers could be used could lead the CPO process. Financial backing could come from Yorkshire Forward /EP or the CPO could be 'back to backed' with the preferred developer as a condition of the selection process and brief.

# 3. Land-owner Partnership, CPO and Developer Selection

The introduction of private sector finance, development and management expertise would probably allow faster delivery with the possibility of public sector funding being used in support to assist with design quality and 'abnormal' development costs. The above process could be amended to avoid CPO conflict, by creating a partnership set up between the major landowners, Bradford MDC, Arnold Laver and others. Any decisions would be undertaken at partnership level giving the major shareholders a vote in how the development progresses. The partnership should be restricted to major key partners to avoid involving an unwieldy number of partners at the decision making level — clear leadership and decision making will be vital to smooth delivery.

Provided shared objectives setting out the parameters of the partnership are ascertained the process would be similar to disposal by Developer Agreement with CPO used to assemble the remainder of the site to allow comprehensive design. Sub-developer partner(s) would be sought to add value and experience to the delivery process, by issuing a Development Brief. Selection would be made by the partnership and a Development Agreement would be entered into by the Council / landowner partnership.

We would recommend dealing with the corridor in large sub-areas This approach without the necessity of bespoke competition has been adopted on numerous regeneration schemes where the buying and selling of land falls outside the procurement rules as there will be no services, works or supply contracts.

THIS THIRD OPTION IS THE RECOMMENDED DELIVERY ROUTE.

### Canal Costs and Canal Delivery

- 5.16 The revitalised canal is absolutely fundamental to delivery of the overall vision for the Canal Road Corridor and project delivery must take full account of the need to provide funding for this work. Although the ARUP Feasibility Study assumes Section 106 contributions from adjacent development will provide substantial funding for the works, there is real potential for the Public Sector to share more widely in the development proceeds unlocked by the public-private sector delivery of the Masterplan, as outlined at 3, above.
- 5.17 This leads strongly to the conclusion that the Canal delivery is best served by securing a small number of close partners to deliver the majority of the Masterplan, potentially in large sub-areas, ensuring that latent value required for the Canal and overall environment does not leak away as speculators profit without sufficient or indeed any contribution.
- 5.18 Capturing this latent development value beyond the levels capable of generation through Section 106 agreements is absolutely appropriate and fair given the public sectors pivotal role in regeneration of the corridor and the major cost of the infrastructure required. The alternative 'purely Section 106 and grants' route runs the significant risk of starving the infrastructure of funds. This would create delay and uncertainty whereas the ability to future-plan and raise funds privately allows a clear and closely managed Canal delivery plan to be created. This would be led by an effective and focussed public-private partnership. The partnership would work to release latent value from the corridor, privately finance the canal as far as possible and leverage in public sector funds as required providing a 'best-value' solution.

# **Recommendations for Corridor Delivery**

5.19 The Canal Road Masterplan Area is very extensive and it is therefore unlikely that the overall vision and scheme quality can be protected purely through planning controls. The preferred delivery route for the corridor would be to develop the key sites within the corridor according to the landowner partnership approach outlined above. As a general guiding rule the smallest number of partnerships possible to deliver large tracts of the masterplan will provide the simplest and therefore most successful delivery vehicles.

# **Delivery Action Plan**

5.20 Once the principle of partnership working has been established an Action Plan will need to be agreed based on a number of key tasks as set out below.

### **Defining the Partnership**

- 5.21 In order to underpin these delivery recommendations, Eversheds have provided initial advice on the potential for creating a public-private delivery partnership. The Council will need to avoid any action that is ultra vires. Eversheds has experience of creating workable structures across the UK and is currently advising Arnold Laver on a similar proposal in Chesterfield with Chesterfield Borough Council. It is therefore clearly possible to create a partnership to deliver the Central 'Triangle of Opportunity', and then to use this principle once detailed to assist delivery of the wider Corridor with other partners.
- 5.22 The first step will be to carry out an exercise to determine the exact land boundaries for the proposed Bradford MDC/Arnold Laver partnership to operate, having regard to legal advice on ultra vires issues. The Partners should hold the objective of extending this across the whole central Corridor on the basis that comprehensive delivery will provide the best quality regeneration and the maximum funding contribution for (in priority order) the Canal, road improvements and other public realm works.

# **Detailed Concept Refinement**

- 5.23 Prior to selection of a Developer Partner or Partners it would be prudent to further refine the project design to provide clear Development Brief criteria. This process would include a series of meetings with Bradford MDC/Arnold Laver to ensure a sound working partnership prior to committing further. It would also allow further and more detailed site research to be carried out including ground conditions, more detailed ownership data, topographical survey work, drafting of design guidance, financial appraisals, flood plain work. A strong market image and name for the site will also need to be agreed for marketing and public relations purposes.
- 5.24 The process would culminate in a fully designed Development Brief to market the corridor to potential delivery partners. This will generate stronger and clearer bids.

### Internal Work at the Council

5.25 Prior to marketing it will be important to foster a clear understanding of the objectives for the corridor within the Council and inspection and discussion of similar projects in other towns perhaps with key officers and Councillors could be a worthwhile process between Bradford MDC and their landowner partners. In particular the approach to design and density will require a shared understanding.

Sub-developers and Development Brief(s)

- 5.26 Whilst the route of a public-private partnership appears the best route and is recommended for the overall management of land assembly and regeneration delivery it is likely that the involvement of sub-developers will bring additional benefits. These developers may be required in order to add value to the design and delivery on site of component parts of the Masterplan. In order to identify and select these partners, a Joint Arnold Laver/Bradford MDC brief or briefs would be prepared setting out comprehensively the details of the subject site and articulating the principles identified in this Masterplan Report.
- 5.27 Design guidelines would be set out to an appropriate degree of detail to ensure design responses meet the Masterplan objectives whilst allowing potential developer partners to exercise creativity. Aspects such as density, business/residential mix and floorspace, public realm treatment, and architectural approach, for example, would be most important.

**EP/Yorkshire Forward** 

5.28 There is scope to involve Yorkshire Forward and/or EP either before any brief is issued, to include them in the brief or to agree to work with them after a developer partner is selected. The appropriate route will emerge after discussions at the concept refinement stage, but it will be important to introduce the project to these principle stakeholders at an early stage.

**Detailed Scheme Design and Delivery** 

5.29 The detailed scheme, design and delivery phases would be led by the selected developer, in accordance with the Development Brief. A period of work would generate agreed scheme design and a financial deal as the basis for a Development Agreement. The Development Agreement would then govern delivery timescales for the project.

# Monitoring and Review

- 5.30 Monitoring the implementation of the Masterplan will be required to ensure it remains on course and is delivering tangible outputs. This will enable Arnold Laver/Bradford MDC to assess not only the progress towards the Vision, but also the local benefits to the District. This can effectively be done through the public-private partnership model. It is suggested that the individual priority projects are monitored specifically and that conditions within the Corridor and adjacent neighbourhoods are also monitored annually to ascertain specific changes.
- 5.31 It is important that monitoring does not become an end in itself, however progress or the lack of progress does need to be kept under review. For each development project 6 monthly updates on progress are suggested at which point any successes or setbacks within the Corridor can be identified.

# **Next Steps**

- 5.32 It is important to build on the momentum created by the Masterplan to begin work on refining and endorsing key elements of the Vision and Masterplan for the Corridor particularly as regards the identified priority projects.
- 5.33 We envisage a number of next steps as follows:

### **Immediate Work**

- n Establish as a 'Pilot' for delivery, an appropriate delivery partnership between Bradford MDC and Arnold Laver. This will involve legal input to agree the structure and terms of the Partnership, probably in the form of a jointly owned company similar to the partnership arrangements put in place between Chesterfield Borough Council and Arnold Laver.
- n Strategy endorsement at a senior level within Bradford MDC, Bradford Centre Regeneration, Yorkshire Forward and EP.
- Prepare full partnership delivery programme including all detailed actions to be led by Arnold Laver.

### Later in 2006

- n Site assembly and acquisition through negotiation supported by CPO powers.
- n Prepare statutory planning context for the Masterplan.
- n Prepare technical and financial feasibility studies on Canal and Canal Road realignment/improvements.
- n Extend Partnership approach to Northern and Southern Corridor based on work carried out in central Corridor 'Pilot'.

# 6. Summary

- 6.1 This Masterplan aims to produce an ambitious yet realistic Vision for the Canal Road Corridor. The Vision aims to ensure regeneration and guide the future development of the Corridor. A central aim of this Masterplan is to determine the potential for redeveloping the area for a wider mix of uses then are currently present in the Corridor.
- In developing the Masterplan, three 'Scenarios for Change' were evaluated against the Vision and the associated aims and objectives of the Masterplan. A scoring matrix was used to assess each of the options.
- 6.3 The Scenario Option that came closest to achieving the Vision for the Corridor was scenario 3 '*Transformational Change*'.
- 6.4 The Preferred Masterplan for the Canal Road Corridor proposes a radical restructuring of the area. It recognises that the present dominance of industrial activity is likely to decline as industrial users seek more accessible locations and that a new identity for the Corridor is needed based on a mix of uses conducive to an interesting and attractive canal-side environment.

# **Emerging Vision**

6.5 The emerging Vision for the Canal Road Corridor is:

"To redefine the role, function and character of the Corridor to create a series of quality mixed use and sustainable neighbourhoods which are well connected and maximise the development and amenity potential of the proposed new Bradford Canal."

6.6 The Vision promotes the comprehensive regeneration of a Corridor that has lost its former purpose and identity but is capable of making a major contribution to the future economic, environmental and social development of the City. It seeks to create a series of interrelated places each with their own specific role, function and character.

# **Strategic Objectives**

- 6.7 In support of the Vision for the Corridor a number of strategic objectives have been identified as follows:
  - n To recognise the importance of the canal as a catalyst for regeneration;
  - n To ensure a balance of functions within the Corridor;
  - n To create a sustainable place to live, work and spend leisure time;
  - To promote a positive and viable mix of uses within the Corridor; and
  - n To enhance movement and connection within the Corridor.
- 6.8 These key objectives provide the overarching concept behind the Vision and Masterplan for the Corridor. The objectives are interrelated and represent the key objectives required to deliver the key functions of the Corridor to create a sustainable and economically successful part of the City. The physical considerations of infrastructure, development and open space are developed as layers within the Corridor to shape the character and quality of the environment.

# The Masterplan

- 6.9 The Preferred Masterplan Option supported by the Steering Group (comprising Bradford MDC, Arnold Laver and Bradford Centre Regeneration) seeks to promote 'Transformational Change' within the Corridor. This option includes the complete re-alignment of Canal Road, and will enable more comprehensive development options throughout the Corridor.
- 6.10 The Masterplan is built on a concept of seven new linked 'quarters' for the Corridor (see Concept Plan at Appendix VIII). The character areas and principal uses are:
  - n **Shipley Waterside** Town centre residential and office development with some ground floor retail units:
  - n **Shipley Fields** Waterside open space, Bolton Woods Football Club and Shipley College's Horticulture and Sports Campus;
  - n Frizinghall Waterfront Residential;
  - Oswin Marina Residential with some ground floor commercial uses and a sports pitch;
  - n Bolton Hillside Residential within extensive areas of high quality open space:
  - Oliver's Locks A new residential community with a mix of retail, leisure, office and employment uses; and
  - n **Manningham Cross** Residential, large-scale retail and some commercial/leisure opportunities.
- 6.11 The majority of this development is concentrated in the 'Triangle of Opportunity' formed by the transport hubs and Bolton Hillside, in the new community of Oliver's Locks.
- 6.12 The area around Oliver's Locks is forecast as the principal and most important development opportunity for Canal Road (see Illustrative Proposals plan at Appendix X for a more detailed illustration). The intention of Arnold Laver to relocate operations from a range of sites on Canal Road to a centralised facility elsewhere in Bradford is a major driver for change, no less since the canal may pass through adjacent to some of these sites.
- 6.13 This 'Triangle of Opportunity' comprises the core regeneration activity within the Corridor and will maximise the momentum for the canal through the creation of an attractive setting. To facilitate this it is likely that all industrial sites within the 'Triangle' would need to be reconfigured and replaced, to a large extent, with high quality, high-density residential and mixed-use waterside development.

# **Delivery Action Plan**

6.14 Various Delivery Options have been considered and our recommendation is that Arnold Laver and Bradford MDC move forward together, as a Partnership to allow for cohesive development. Once the principle of partnership working has been established an Action Plan will need to be agreed based on a number of key tasks as follows.

# **Defining the Partnership**

- 6.15 In structuring a public-private delivery partnership it will be necessary to ensure that it falls within the procurement regime.
- 6.16 Eversheds has experience of creating workable structures across the UK and is currently advising Arnold Laver on a similar proposal in Chesterfield with Chesterfield Borough Council. Terms have now been fully agreed with the Council and the delivery partnership is fully approved by the Council. We are therefore confident that it is possible to create a partnership of the type proposed to deliver the central Corridor and then to use this principle once detailed to assist delivery of the wider Corridor with other partners.
- 6.17 The first step will be to carry out an exercise to determine the exact land boundaries for the proposed Bradford MDC/Arnold Laver partnership to operate within, ensuring a structure that is within the procurement regime. having regard to legal advice on Ultra Vires issues. The partners should hold the objective of extending this across the whole central Corridor on the basis that comprehensive delivery will provide the best quality regeneration and the maximum funding contribution for (in priority order) the Canal, road improvements and other public realm works.
- 6.18 The Partnership process could culminate in a fully designed Development Brief to market the site to potential delivery partners (see below). This will generate stronger and clearer bids.

### **Immediate Work**

- Establish as a 'Pilot' for delivery, an appropriate delivery partnership between Bradford MDC and Arnold Laver. This will involve legal input to agree the structure and terms of the Partnership, probably in the form of a jointly owned company.
- n Encourage Bradford MDC, Bradford Centre Regeneration, Yorkshire Forward and EP to fully endorse the Masterplan Strategy.
- n Prepare full Partnership Delivery Programme including all detailed actions, led by Arnold Laver.

# Next Stage in 2007

- Commence site assembly and acquisition through negotiation supported by CPO powers.
- n Prepare statutory planning context for the Masterplan through the emerging Bradford LDF and take the Masterplan forward within the Airedale Strategy Local Development Document (LDD).
- n Prepare technical and financial feasibility studies on Canal and Canal Road realignment/improvements WHEN APPROPRIATE.
- Extend Partnership approach to Northern and Southern Corridor based on work carried out in central Corridor 'Pilot'.

# **Appendices**

**Appendix I – The Canal Road Corridor in Context** 

Appendix II - Masterplan

Appendix III - Masterplan Options Scoring Matrix

Appendix IV – Landownership Information

**Appendix V – Strategic Objectives** 

**Appendix VI – Opportunity Sites** 

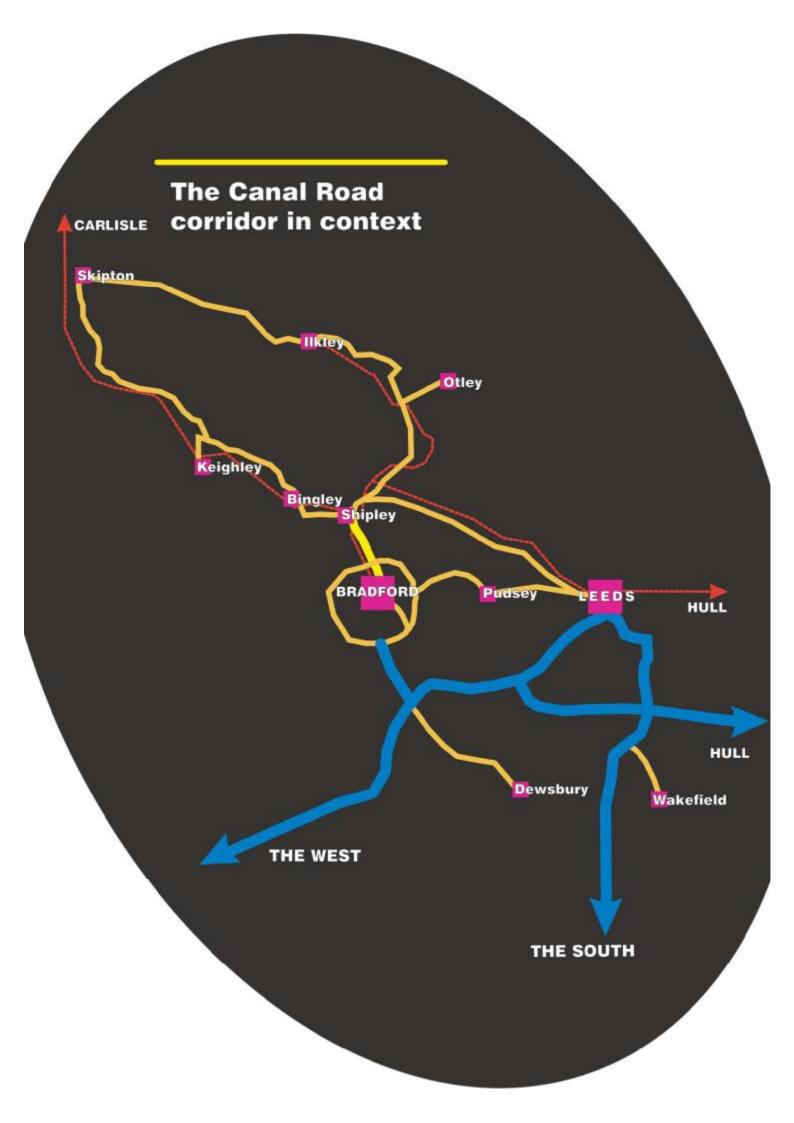
Appendix VII - Schedule of Masterplan Action Plan and Outputs

Appendix VIII - Concept Plan

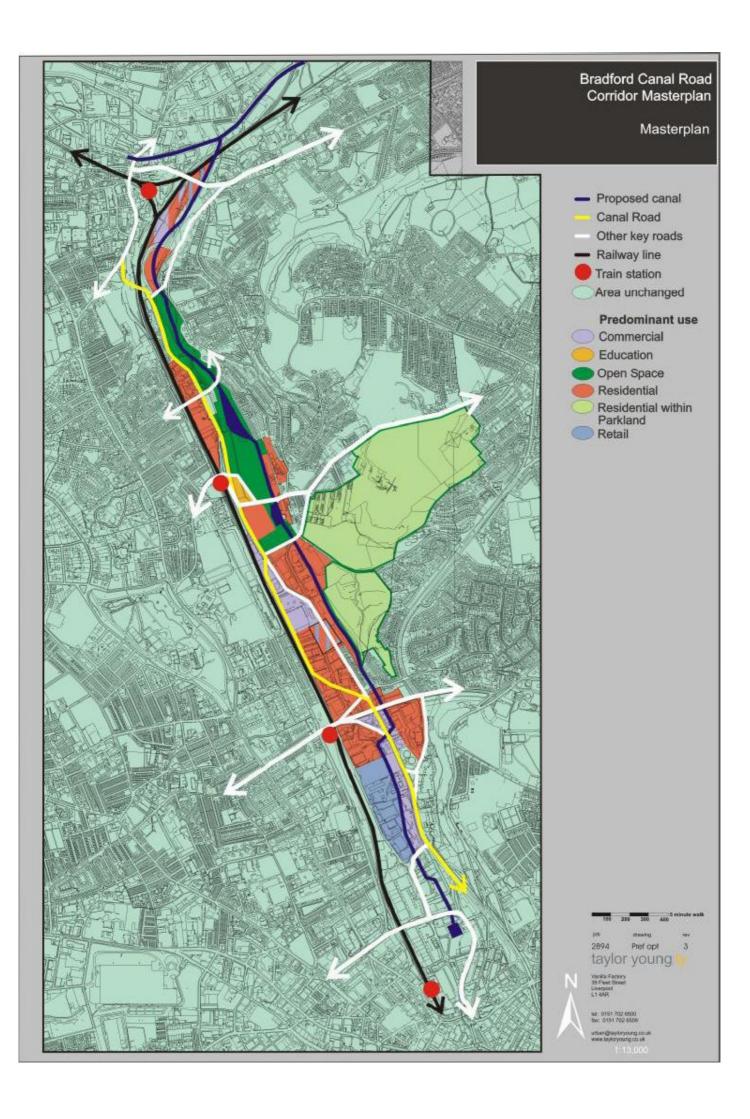
**Appendix IX – Movement and Linkages Plan** 

**Appendix X – Illustrative Proposals** 

# Appendix I – The Canal Road Corridor in Context



# Appendix II - Masterplan



Appendix III - Masterplan Options Scoring Matrix

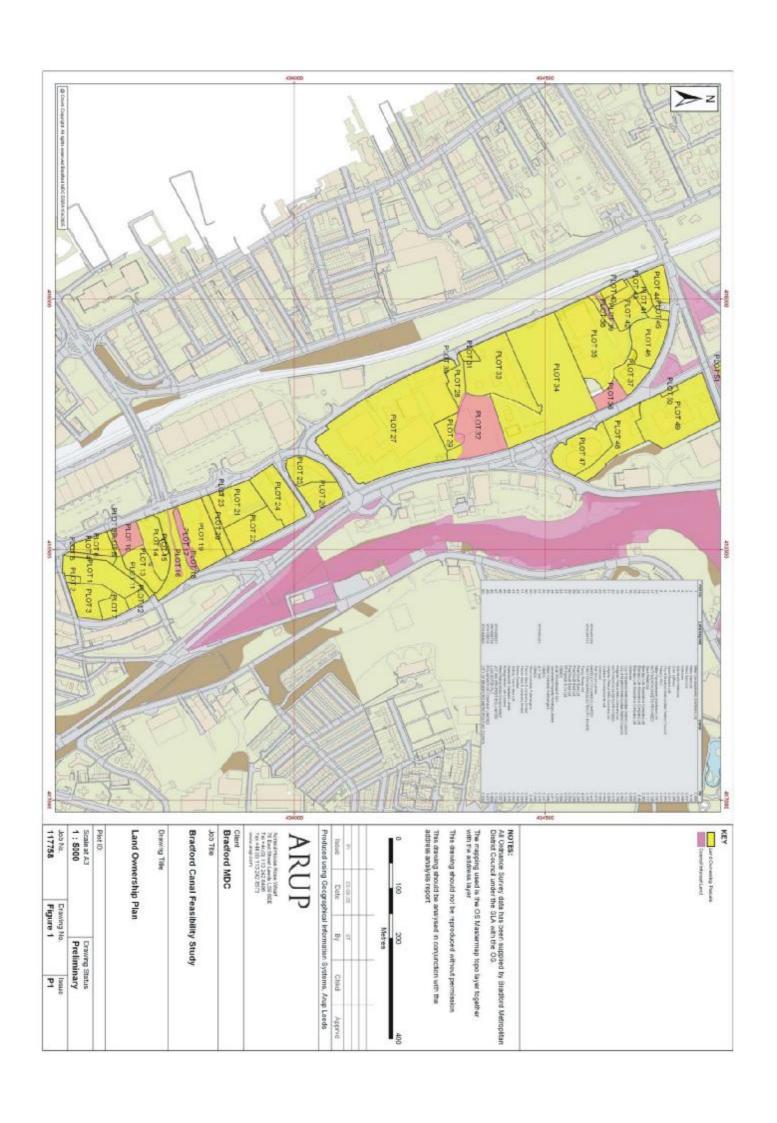
		Options Assessment matrix	matrix	
Oritaria	Explanation	Option 1	Option 2	Option 3
	To became the existing and future roles of the corridor as a strategic transport corridor and new water side community	New waterside uses could corflict with existing roadsice industrial uses unless guided by appropriate planning policy.	Fealignment of Canal Road reduces potential conflict with new waterside community	Realignment of Canal Road reduces potential conflict with new waterside community
	To maximise the regeneration and development potential of the canal	Limited development potential due to road still dominating great	Improved development potential	Development potential maximised by real ignment of Canal Road
Stucy Objectives	To encourage a complementary mix of uses to create both a sustainable and vibrant destination	Limited mix of uses may not be sufficient	Good m x of existing and new uses	Opportunity for more balanced mix of new uses
	Maximise the linear and cross conidor links to ensure good access to adjacent communities and the City Centre	Some existing routes and links would be reinforced	Existing routes and links would be reinforced. New Links created.	Existing routes and links would be reinforced.  New Links created.
	To satisfy the strategic objectives of Andd Laver as key landowner and delivery partner	Limited deve opment potential/value to sat sfy objective	Increased redevel opment potential/value to satisfy objective	Maximises redevelopment potential/value to satisfy dejective
Strategic Fit	To consider strategic fit with national, regional and local policy agendas and adjacent regeneration initiatives	Good fit with existing policy agendas.	Fossible conflict with existing policy agenda. Fossible fit with emerging agenda.	Fossible conflict with existing policy agenda Possible fit with emerging agenda.
Technical feasibility	To consider whether the proposals can be dailyared within the constraints of topography, ground conditions, excledy, highways etc.	Technisal constraints include development of canal and capacity of Canal Road. Limited other infrastructure works.	Increased technical/policy/cost issues to realign road and implement canal.	Substantial technical/policy/cost issues to realign road and implement canal. Possible topographical and ecological issues around Oliver's Locks / Botton Woods.
Property Market	To understand whether the proposals are deliverable within the confines of the local property market	Likely demand over short-medium term for proposed uses – potentially insufficient critical mass	Likely demand would sustain over medium term with good critical mass	Likely cemand would sustain over the medium-long term with good critical mass
Landownershp	To max mise opportunities presented by key landowner / stakeholders to achieve vision	Limited development apportunities limit delivery of the vision	Deve opment opportunities assist with delivery of the vision	Substantial development opportunities maximise delivery of the vision
Coliverability / Timescales	To work towards achieving the delivery of the proposals within appropriate imeframes	Limited technical constraints and shorter overall timeframe for delivery of achievable outputs	Complex technical/regulatory constraints and longer overall time/rame for delivery of vision, at rough some elements will be delivered in the short-medium term.	Complex technical/regulatory constraints and longer overall timeframe for delivery of transformational change, although some elements can be delivered in the shormedun term.
Regeneration Impact	To maximise the regeneration impact of the proposals on the conidor and wider area	Limited regeneration benefit over the short or medium term.	Modest regeneration benefit over the longer term for the corridor.	High regeneration benefit over the longer term for the confer and the wider area.

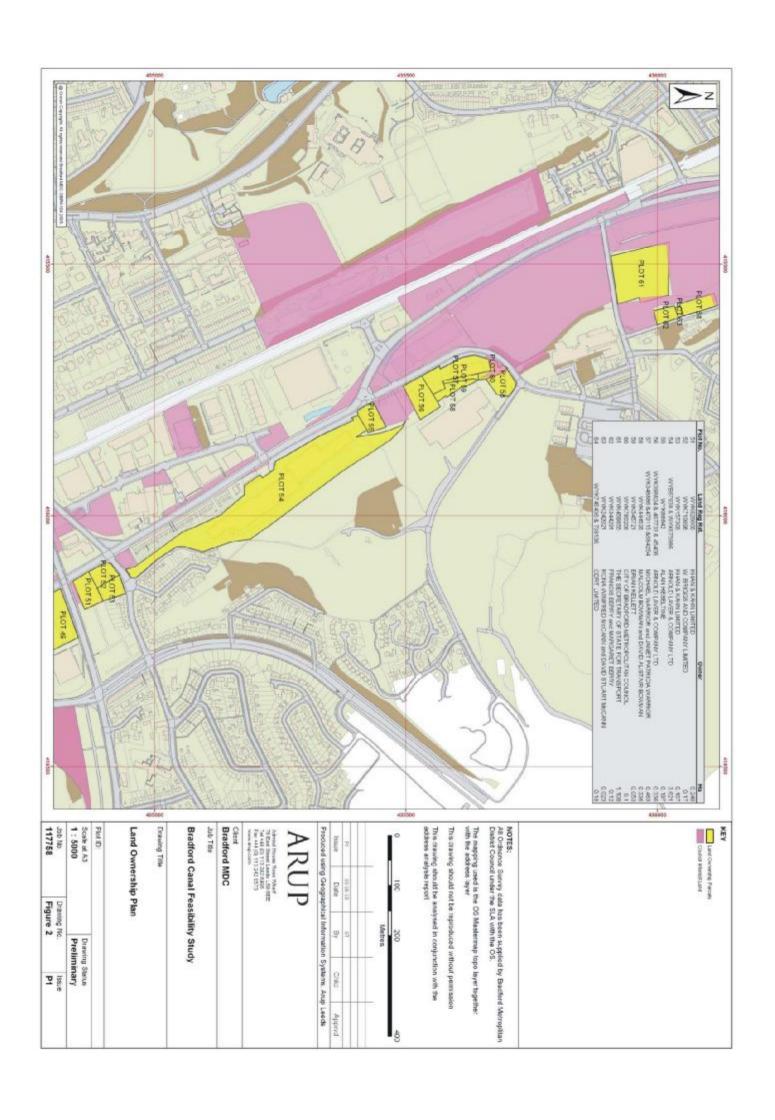
Negative/ Minimal achievement of objectives

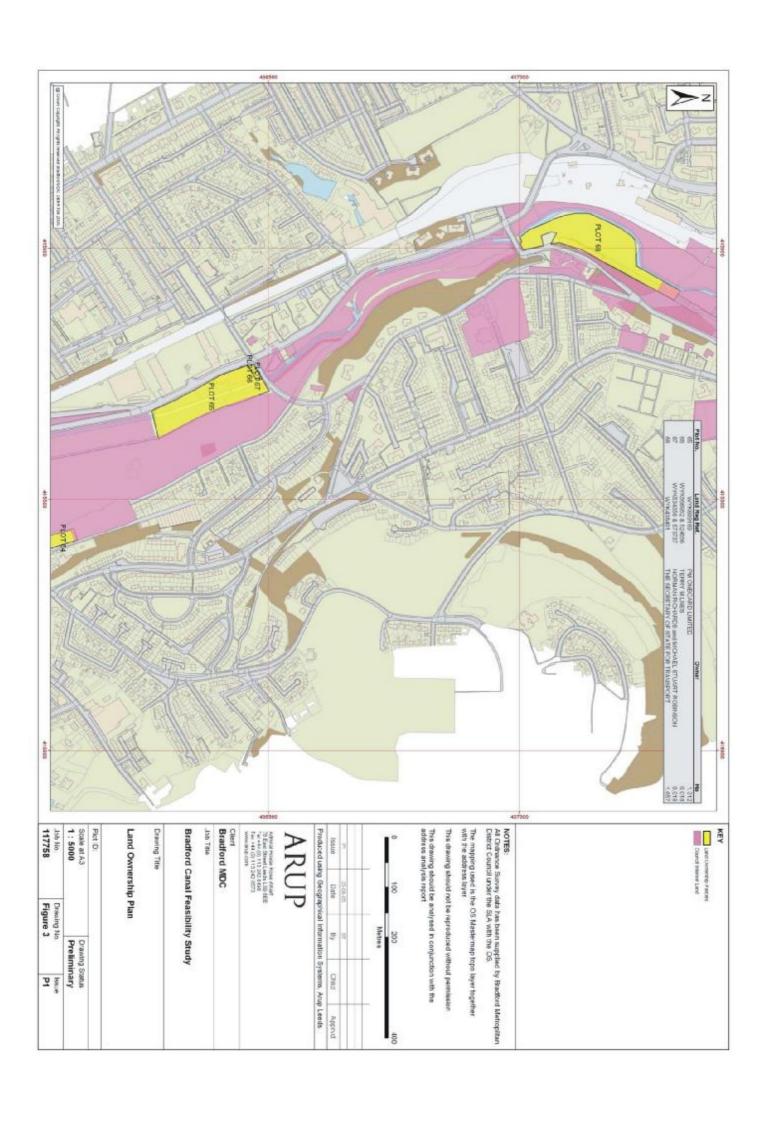
Neutral/Partially achieves objectives

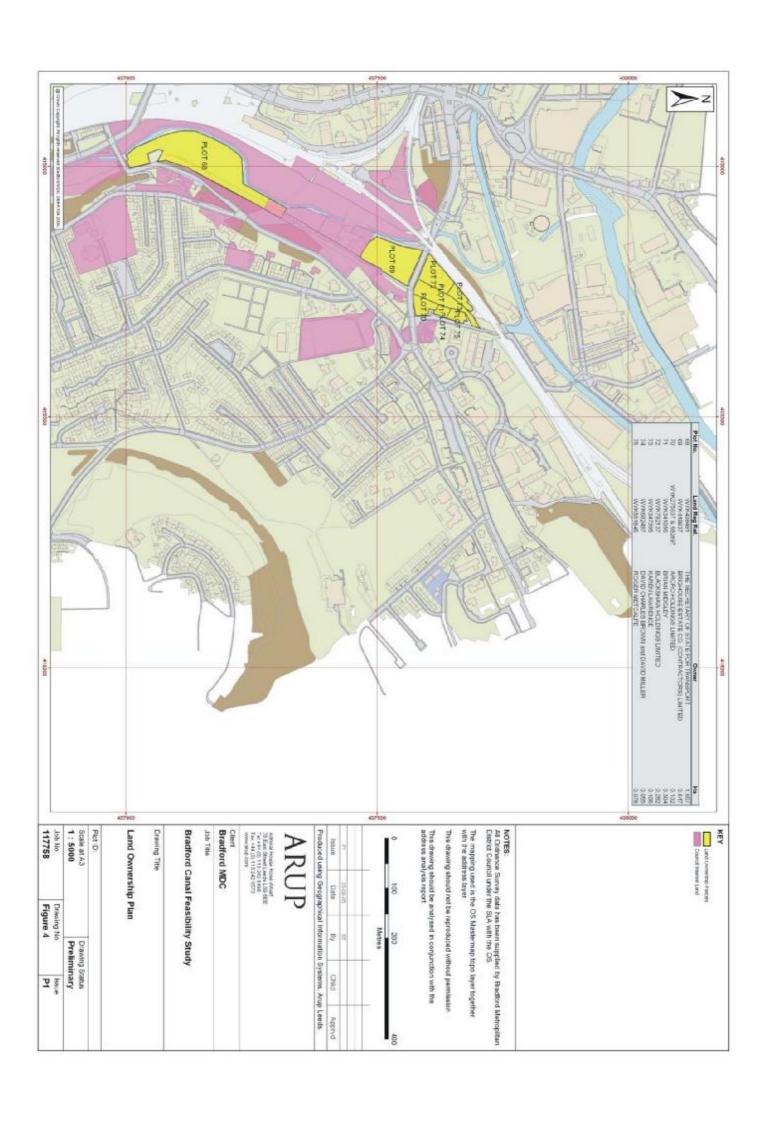
Positive/schieves objective

**Appendix IV – Landownership Information** 









# Appendix V – Strategic Objectives

Strategic Objectives Balance the function of Canal Road as a major transport route that passes through a series of 'places' Establish an sustainable places interesting mix of uses distance of and with public transport Living Enhance the quality of movement on the corridor and the connections across the valley Learning Relaxing

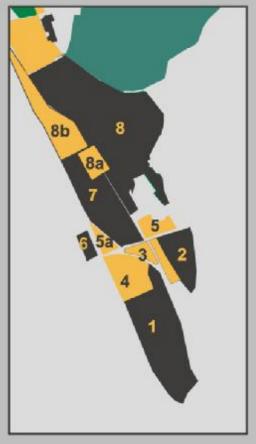
# Appendix VI – Opportunity Sites

# 16 8

# **Bradford Canal Road** Corridor Masterplan

Opportunity Sites

- **Bradford Waterfront**
- 2 King's Road
- 3 Queens Road
- 4 Manningham Cross
- 5 Bolton Lane
- 5a Queens Road West
- 6 North Avenue
- Midlands
- 8 Oliver's Locks
- Oliver's Locks High Street 8a
- Midlands Commercial 8b
- 9 Bolton Hillside
- 10 Oswin Mill
- 11 Oswin Waterside
- 12 Powell Road
- 13 Shipley College
- 14
- Shipley Fields Frizinghall Waterfront Shipley Waterside 15
- 16





Appendix VII – Schedule of Masterplan Action Plan and Outputs

# **Schedule of Masterplan Actions and Outputs**

Project No.	Project	Description		Indic	cative Out	tputs		Indicative Costs <sup>1</sup>	Indicative Values <sup>1</sup>	Potential Funding Sources	Project Lead	Phasing	Ownership
			Total Area	Developable area	New dwellings	Commercial Floor space (m²)	Open Space ha						
1	Bradford Waterfront	100,000 sq ft Tesco Extra with undercroft car parking 60,000-150,000 sq ft B& Q Warehouse Commercial/leisure uses: Hotel/bar/restaurant/offi ces	10.02	8.0	-	tbc	-			Private	Private	Short	Tesco Stores Ltd, Peel South East Ltd, City of Bradford Metropolitan District Council (CBMDC), Uriah Woodhead and Son, Seconside Property Holdings Ltd.
2	Kings Road Residential	Medium density townhouses /apartments @ 75 units per ha	3.8	3.0	225	-	-			Private	Private	Medium	Unknown
3	Queens Road	Showrooms and other commercial /employment	1.89	1.51	-	tbc	-			Private	Private	Short	Lancaster PLC, Polar Motor Compamy LTD, CBMDC, Unknown.

Project No.	Project	Description		Indicative Outputs					Indicative Values <sup>1</sup>	Potential Funding Sources	Project Lead	Phasing	Ownership
			Total Area	Developable area	New dwellings	Commercial Floor space (m²)	Open Space ha						
4	Manningham Cross	Refurbishment of warehouse to residential and new build apartments	3.7	tbc	tbc	-	-	tbc	tbc	Private	Private	Medium	CBMDC, West Yorkshire Fellmongers, JCT 600, Trevor Isles and Company Ltd, Petros Textiles, Sidney Trevor Isles Ltd, Hawksworth Garages Ltd, Ridings Motor Link Ltd, West Riding Motor Group Ltd.
5	Bolton Lane	Canalside town houses @ 75 units per ha	0.84	0.67	50	na	-			Private	Private	Medium	Khan and Khan Ltd, W. Briggs and Company Ltd.
5a	Queen's Road West	Office building	0.76	0.6	-	600	-			Private	Private	Short - Medium	Unknown
6	North Avenue	Apartments @ 100 units per ha	0.69	0.55	55	-	-			Private	Private	Medium	Unknown
7	Midlands	Residential apartments @ 100 units per ha	6.37	5.09	509	-	-			Private	Private	Medium - Long	Unknown

Project No.	Project	Description		Indicative Outputs					Indicative Values <sup>1</sup>	Potential Funding Sources	Project Lead	Phasing	Ownership
			Total Area	Developable area	New dwellings	Commercial Floor space (m²)	Open Space ha						
8	Oliver's Locks	Mix of family houses, town houses and apartments @ 75 units per ha Open space and some commercial opportunities (local shop/pub?)	19.8	10.8	810	1000	6.0			Private	Joint	Short - Long	Arnold Laver and Company Ltd, Alan Hesletine, Michael Warrior and Janet Patricia Warrior, Brian Kellet, CBMDC.
8a	Oliver's Locks High Street	Ground floor commercial with residential above	1.37	1.09	109	8720	-			Private	Private	Short - Medium	Arnold Laver and Company Ltd and Unknown
8b	Midlands Commercial	Commercial /Employment	3.66	2.92	-	8760	-			Public / Private	Private	Medium	Unknown
9	Bolton Hillside	Open space/local recreation and leisure to include high quality eco homes @ 30 per ha	43.63	17.44	523	-	21.8			Private / Public	Joint	Short - Long	Bradford MBC / Marshallls

Project No.	Project	Description		Indic	ative Ou	tputs		Indicative Costs <sup>1</sup>	Indicative Values <sup>1</sup>	Potential Funding Sources	Project Lead	Phasing	Ownership
			Total Area	Developable area	New dwellings	Commercial Floor space (m²)	Open Space ha						
10	Oswin Mill	Conversion to apartments with leisure uses to ground floor and new marina	0.53	0.53	40	2500	-			Private	Private	Short - Medium	Unknown
11	Oswin Waterside	Townhouses and open space (60:40 split)	3.41	1.68	126	-	1.3			Private / Public	Joint	Short - Medium	CBMDC
12	Powell Road	Town houses @ 75 units per ha	1.9	1.52	114	-	-			Private	Private	Short	Francis Berry and Margaret Berry, Roan Winifred McCann and David Stuart McCann, CDRT Ltd, CBMDC.
13	Shipley College	Main college buildings and car parking	0.67	0.53	-	2000	-			Public - LSC	Public	Medium	CBMDC
14	Shipley Fields	Mostly as existing, allotments converted to open space	10.34	-	-	-	10.34			Public	Public	Short - Medium	The Secretary of State for Transport, CBMDC.

Project No.	Project	Description		Indicative Outputs					Indicative Values <sup>1</sup>	Potential Funding Sources	Project Lead	Phasing	Ownership
			Total Area	Developable area	New dwellings	Commercial Floor space (m²)	Open Space ha						
15	Frizinghall Waterfront	Conversion of historic buildings and new build residential (including demolition of social housing)	3.96	3.1	tbc	-	-			Private / Public	Private	Medium	Unknown
16		These are exactly the same as Airedale Masterplan- costs and values are in the document	-	-	-	-	-						
17	Bradford Canal	Development of Bradford Canal from City Centre to Shipley	-	-	-	-	-	£30m with £10m risk		Private / Public	Public	Medium - Long	Various Unknown
18	Shipley Eastern Link Road	Single carriageway road with four roundabouts, river, 2 X canal, and railway crossings, complex environment. Length 1.8km	-	-	-	-	-	£15m with £3m risk		Public / Private	Public	Medium	Various Unknown

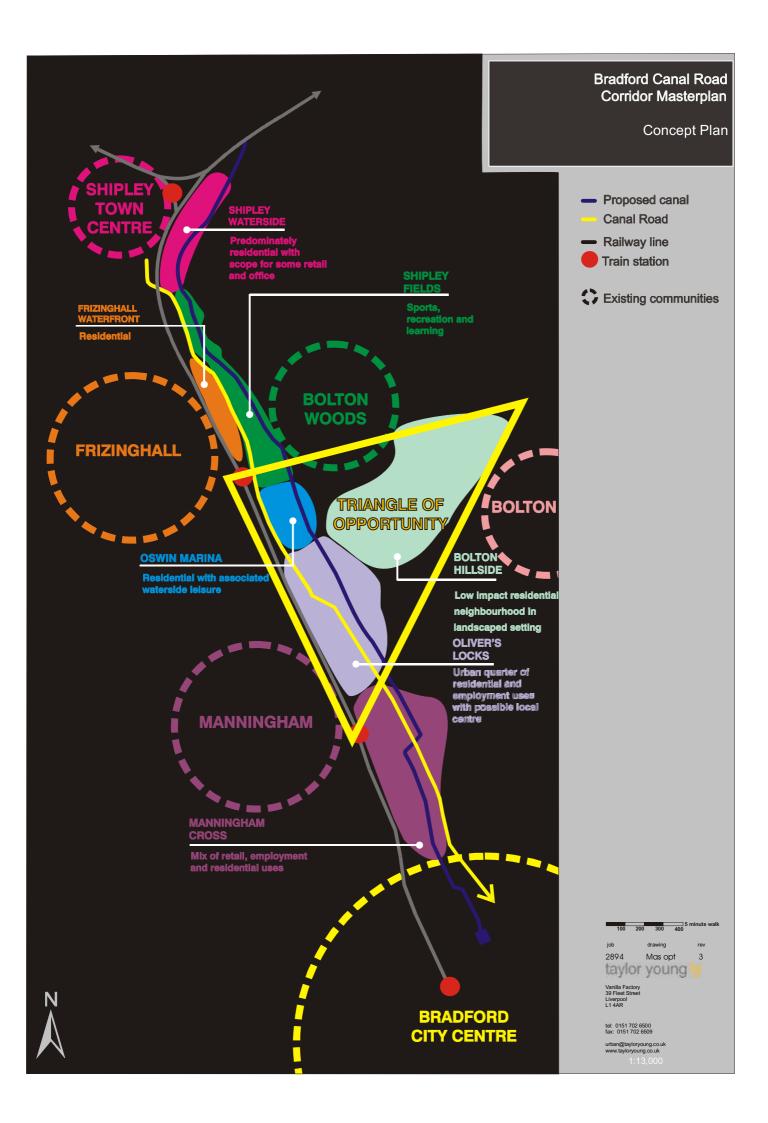
Project No.	Project	Description		Indicative Outputs					Indicative Values <sup>1</sup>	Potential Funding Sources	Project Lead	Phasing	Ownership
			Total Area	Developable area	New dwellings	Commercial Floor space (m²)	Open Space ha						
18	Canal Road Realignment	Crag Road to Queens Road Bridge 1.0km on new dual carriageway and 1.5km of widened Canal Road	-	-	-	-	-	£18m with £4m risk		Public / Private	Public	Medium - Long	Various unknown
Sub totals			117.34	59.03	2561	23,580	39.44						

# Notes

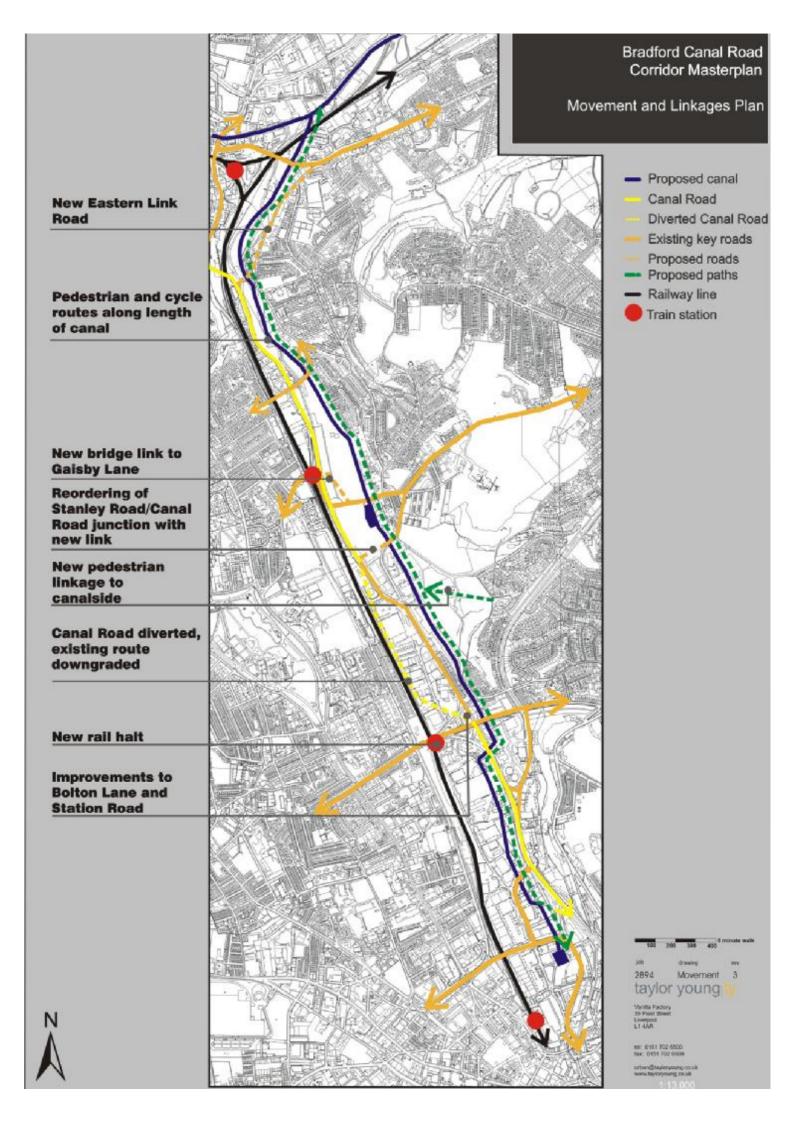
<sup>&</sup>lt;sup>1</sup> Indicative costings have been provided where appropriate based on benchmark costs to help provide an in principle steer on project viability and as such should not be used as the basis of investment or policy decisions without further detailed investigation.

<sup>&</sup>lt;sup>2</sup> All floorspaces are approximate and will of course be subject to usual Development Plan controls and tests set out within PPS6.

Appendix VIII - Concept Plan



Appendix IX – Movement and Linkages Plan



**Appendix X – Illustrative Proposals** 

