

PLANNING A FUTURE FOR THE INLAND WATERWAYS



A Good Practice Guide

Inland Waterways Amenity Advisory Council

DEFRA
Department for
Environment,
Food & Rural Affairs



DTLR
TRANSPORT
LOCAL GOVERNMENT
REGIONS

PLANNING A FUTURE FOR THE INLAND WATERWAYS

A Good Practice Guide

Inland Waterways Amenity Advisory Council

December 2001

DEFRA
Department for
Environment,
Food & Rural Affairs



DTLR
TRANSPORT
LOCAL GOVERNMENT
REGIONS

Inland Waterways Amenity Advisory Council
City Road Lock
38 Graham Street
London
N1 8JX
Tel: 020 7253 1745
Fax: 020 7490 7656

E-mail: iwaac@btinternet.com

© Inland Waterways Amenity Advisory Council, 2001

Extracts of this publication may be made for non-commercial in-house use, subject to the source being acknowledged.

Applications for reproduction should be made to the Inland Waterways Amenity Advisory Council.

Further copies of the document are available from the Inland Waterways Amenity Advisory Council at the address provided above.

An electronic copy of the document is available at <http://www.defra.gov.uk/>

Design by Land Use Consultants

Printed in Great Britain, on 100% recycled paper by The McAlpine Partnership

December 2001

Foreword

**Lord Whitty of Camberwell,
Minister for Food, Farming and
Waterways.**

**Sally Keeble MP,
Minister for Local Transport.**

Our inland waterways are a national asset that can contribute to the social and economic success of local communities and help to transform local environments. This Guide shows how their potential can be released.

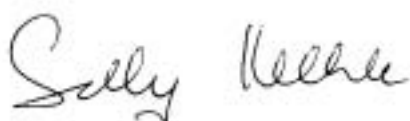
Waterways for Tomorrow, launched in June 2000 by the Deputy Prime Minister, confirmed the Government's wish to promote the waterways, encouraging their use and development to increase the contribution they make to the life of the country.

Good planning is fundamental to this aim. We have therefore invited IWAAC to prepare this Good Practice Guide explaining the contribution that the waterways can make to regeneration and other projects, and highlighting examples of good planning.

We commend this Guide to local planning authorities, regional development agencies, navigation authorities and everyone else involved with the development of waterways as a demonstration of the way in which a wide range of successful waterway-based projects can be achieved.



Lord Whitty of Camberwell,
Minister for Food, Farming and Waterways.



Sally Keeble MP,
Minister for Local Transport.

**The Viscountess Knollys,
IWAAC Chairman.**

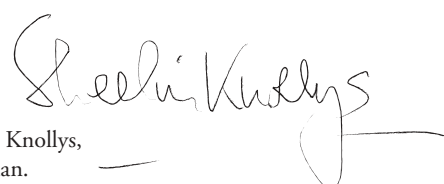
Our inland waterways pass through every kind of environment, from city centres to the remotest countryside. The demands on them, and the contribution they can make towards meeting these demands, are consequently wide-ranging. They embrace active recreation and transport, development and employment, education and leisure, housing and nature conservation.

Managing this resource for the benefit of their communities is the task of a multitude of local planning authorities. Some have grasped the opportunity with flair and imagination; others have been slower to see the potential.

This Guide demonstrates, using case studies, how the general advice in national planning policy guidance for England and Wales can be applied to the circumstances of individual waterways and how successful projects can be formulated and delivered through a variety of planning and other implementation mechanisms.

I particularly welcome the emphasis in the Guide on the opportunities waterways offer in meeting the challenge of rural regeneration. Major waterside regeneration developments in urban areas are clearly the flagship projects but there are still many opportunities for the kind of smaller scale, mixed use, sympathetically designed, environmentally sensitive projects that would make a significant difference to the quality of life in our smaller towns and villages.

IWAAC described the waterways a few years ago as 'an undervalued asset'. This is steadily less the case. The system itself is expanding; the opportunities multiplying. I hope the Guide will help local authorities and their partners to ensure that the waterways will now be treated everywhere as a valuable resource generating benefits for all.



The Viscountess Knollys,
IWAAC Chairman.

Acknowledgements

This report was prepared by Roger Tym & Partners in association with Land Use Consultants, advised by the Project Steering Group.

Steering Group

The Viscountess Knollys - Chairman of Steering Group, and IWAAC Chairman

Martin Arthur - Strategic Planning Manager, Tameside MBC (representing the Local Government Association)

Jane Barron - Environmental Consultant and IWAAC Member

Heather Clarke - Planning Development Manager, British Waterways

Douglas Crockett - Planning Directorate, DTLR

Judith A Grice OBE - Assistant Director (Head of Waterway Conservation and Regeneration Group) British Waterways

Ian Jenkins - Tourism Policy Adviser, DCMS

Colin Jones - Inland Waterways Branch, DEFRA

David Lock - Planning Consultant

Eileen McKeever - Thames Manager, former Head of Navigation & Recreation, Environment Agency

David Morgan - IWAAC Member

Councillor Stewart Stacey - Birmingham City Council and IWAAC Member

Crispin Tuckley - Regeneration Division, DTLR

Derek Gowling - Policy Manager, IWAAC

Photograph Providers

Broads Authority

Jos Poulissen, Utrechts Nieuwsblad

Stuart Moodie, British Waterways

City Discovery Centre, Milton Keynes

British Waterways Photo Library

Waterway Conservation & Regeneration group, British Waterways

Birmingham City Council

Nottingham Waterside Ltd

Thanks are also due to the many local authority officers, developers, funding bodies and government agencies who agreed to be interviewed for this project and supplied information.

Contents

EXECUTIVE SUMMARY	7	5 PROJECT DELIVERY	37
1 INTRODUCTION TO THE GUIDE	10	Introduction	37
Purpose of the Guide	10	Establishing A Project Vision	37
Structure of the Guide	11	Establishing Leadership	38
2 UNDERSTANDING THE WATERWAYS	12	Identification of Partners	38
Origins and Characteristics	12	Establishing The Planning Framework	43
Realising the Waterways' Potential	13	Master Plan and Design Brief	44
3 DEVELOPING THE VISION FOR THE WATERWAYS	17	Funding Waterway Projects	46
Opportunities for Sustainable Development	18	Monitoring and Change	48
The Urban Opportunity	19	Conclusion	49
The Rural Opportunity	21	APPENDIX 1	50
Delivering Quality Waterside Development	23	Case Studies	
4 WATERWAYS AND THE PLANNING SYSTEM	25	APPENDIX 2	74
Hierarchy of Planning Guidance and Development Plans	25	Quality of Life Capital	
National and Regional Policy	26	APPENDIX 3	79
Utilising the Development Plan System	28	Bibliography	
Development Plans and Freight	30		
Additional Planning Mechanisms	30		

Executive Summary

1. The inland waterways of England and Wales are a national asset. The Government wishes to maximise the economic, social and environmental contribution they make to the quality of life in both urban and rural areas.

This contribution spans a wide range of policy objectives and adds a unique and valuable dimension to regeneration and development opportunities.

Policy Objective	Value of Waterways
Regeneration	<ul style="list-style-type: none"> • Act as catalyst for economic and social renewal. • Increase development value and the opportunity for investment. • Focus and link regeneration opportunities. • Generate long term economic activity and opportunities for employment. • Promote inclusion and quality of life.
Sport and Recreation	<ul style="list-style-type: none"> • Provide an important sport and recreation resource. • Contribute to the health and well-being of society. • Form corridors linking urban areas to the countryside. • Promote accessibility to all members of society. • Add value as a national fishery.
Tourism	<ul style="list-style-type: none"> • Act as a tourism asset in their own right. • Provide a link between existing/new attractions. • Support the holiday industry through water-based activities. • Provide world-renowned destinations such as the Thames and the Broads. • Enhance the environment and attract increased visitor activity.
Heritage, Culture and the Natural Environment	<ul style="list-style-type: none"> • Form a unique heritage, cultural, educational, landscape and environmental asset. • Host a wide array of important historic buildings and structures. • Contribute to the diversity of the natural environment by sustaining habitats and hosting rare species. • Contribute to open space provision. • Provide a resource for water supply and land drainage.
Transport	<ul style="list-style-type: none"> • Contribute to integrated transport objectives. • Provide transport routes on a local and national scale. • Act as a waterborne transport corridor for people and freight. • Form important cycling, walking and public access corridors.

2. This Guide sets out in practical terms how these values can be realised and highlights the good practice experience of projects which have attained beneficial outcomes or are in the process of doing so. Attention

is focused on three key areas - the role of the planning system, how to create successful projects and how to deliver successful projects.

Planning Policy

3. Realising these values successfully through worthwhile projects requires a clear strategic planning policy framework and robust development plan proposals to be established. Planning practitioners need to understand and use the multifunctional layers of national and regional policy guidance in a proactive and focused manner that can translate broad policy intentions into clear local strategies for waterway action.

4. There are many areas of England and Wales where the waterways can properly be considered a regional or sub-regional asset, their value transcending local authority boundaries and providing a critical mass around which regeneration may take place. This should be recognised in regional planning and economic strategies, as well as other regional strategies on culture, tourism, sport, and the environment.

5. Development plans should adopt a holistic approach to the waterways. Local planning authorities should incorporate policies that acknowledge and support the potential for multi-use of waterway sites so that their full value can be realised. A range of policy tools can be adopted including specific waterway policies under Special Policy Area designations, Waterspace Strategies and Corridor Studies, or the inclusion of waterways in thematic policies or site-specific policies.

Successful Projects

6. Whilst there can be no blueprint for a successful waterway regeneration scheme, a number of key themes can be seen as recurring features of successful projects:

- The starting point in the process of regeneration is the waterway itself. It is the intrinsic value of water and the waterspace that will invariably underpin the success of the project.
- The vision for waterway corridors should promote their accessibility and integrate the waterspace and adjacent land areas as part of a co-ordinated approach to regeneration.
- Improvements to the waterway and its environs will generate people-based activity, enhance development value and so act as a catalyst for regeneration.
- Principles of quality design should be applied to waterside locations. The amenity value of the waterways creates the opportunity for high quality development, incorporating open space, recreation uses and public realm areas as part of the overall mix.
- Visionary and innovative projects are important in engaging project partners and creating the flagship catalysts for investment from both public and private sector partners.

Effective Delivery

7. The key themes here are:

- A clear vision is an essential requirement for a successful project. This will derive both from the planning framework and the visionary concepts generated by the enthusiasm of all partners.
- A project champion is then required to sustain the vision and act as the main driving force, providing momentum and focus to the delivery tasks. The regeneration process is complex and requires time, resources and effort to achieve. The project champion could come from any of the interest groups influential on the waterways.
- A partnership approach is important and the structure for project implementation should be tailored to the project in question. An effective and workable partnership between the navigation authority, the local authorities and the private sector will be paramount to success.

- A clear focus for the vision and the implementation programme should be provided by a masterplan framework, taking into account the needs and requirements of the waterspace and adjacent development opportunities within the waterway corridor.
- Funding for waterway regeneration can be obtained from a wide range of public funding sources and the private sector (either through development capital or Section 106 contributions). Waterfront development has the potential to create significant development values and, given a supportive planning regime, the private sector is able to deliver a substantial proportion of the potential of the waterways.

8. The many successful examples of planning for the waterways featured in this Guide have a number of common characteristics. However, the crucial factor in each case is that a good idea is only turned into action on the ground when it achieves a certain momentum. The purpose of this Guide is to demonstrate some of the wide-ranging projects that are possible, and enable all partners involved in the planning and regeneration of the waterways to accelerate to the point at which a self-sustaining momentum is achieved.

Chapter 1

Introduction To The Guide

Purpose of the Guide

“Britain’s inland waterways are a national asset and should be retained and conserved for their built heritage and environmental qualities and sustainably developed to encourage best use and maximise the contribution they can make to national, regional and local goals.”¹

1.1 The inland waterways of England and Wales (referred to in this document as ‘the waterways’) are playing an increasingly central role in many aspects of urban and rural life. The Government is determined to increase the contribution they make by ensuring that their social, economic and environmental potential is realised. To achieve this, it is vital that the potential of the waterways is clearly understood, and that effective use is made of the planning process to achieve improvement and change.

1.2 This Guide originates in the Government’s invitation to IWAAC in *Waterways for Tomorrow* to produce a good practice guide explaining the contribution waterways can make to regeneration and planning². It is designed to demonstrate good practice on how the waterways are being brought back into sustainable use, how they can be used successfully as catalysts for economic and social change, and how the planning system can be used to promote and implement appropriate development on the waterways. The specific objectives of the Guide are to:

- Foster a more creative relationship between the waterways and the planning system, so that the latter is more effective in protecting waterways and waterway corridors, as well as in supporting their regeneration and renewal.

- Demonstrate the opportunities offered by the waterways to national policy agendas for regeneration, sustainability and quality of life.
- Raise the profile of the waterways by demonstrating their value in planning and regeneration policy, thereby increasing investment in the system.
- Increase the use and value of the waterways in order to secure their sustainable future and improve the quality of life for future generations.

1.3 The Guide draws together advice and experience from across the waterways sector, gathered through an extensive literature review and consultation on all aspects of planning and regeneration associated with the waterways. It uses examples and case studies to demonstrate what can be achieved on the waterways and provides practical advice on how successful waterway projects have been promoted and implemented³.

1.4 Whilst the Guide will be of interest to many, it is primarily aimed at partners involved with waterway projects. Given the focus of the document on policy as well as process, the target audience includes policy makers at the national, regional and local levels, including all riparian local/regional planning authorities and the regional development agencies and project level partners such as non-statutory agencies, the voluntary and community sector, and private sector landowners and developers. The Guide aims to show the role which each partner can play in shaping policy and implementing projects to ensure that the full potential of the waterways is realised.

¹ ‘Waterways for Tomorrow’, DETR, July 2000.

² In ‘Waterways for Tomorrow’ the Inland Waterways Amenity Advisory Council (IWAAC) is invited to prepare “a good practice document...explaining the contribution that the inland waterways can make to regeneration and other projects, and highlighting examples of good planning”. The guidance has been prepared with the assistance of planning and economic development consultants Roger Tym & Partners.

³ The case studies selected demonstrate good practice for an identified aspect and are not necessarily examples of good practice in their entirety. Background details of each case study are presented in Appendix 1.

1.5 Each potential partner will be looking for different messages from the Guide and, as such, will find some sections more important than others. Thus, while it can be read from beginning to end it has been designed so that individual sections can be read in isolation.

1.6 The Guide reflects current Government policy on planning in England and Wales, and the Government's specific policies for the waterways as set out in *Waterways for Tomorrow*. It does not attempt to deal in detail with the use of the waterways for freight transport. This is being considered separately by a Freight Study Group set up by the Government to examine cost-effective and practical ways of increasing waterborne freight transport.

Structure of the Guide

1.7 The Guide has four main chapters:

- Chapter Two introduces the context of the waterways by outlining their origins and characteristics, and discusses the challenges faced in realising their potential.
- Chapter Three develops the Government's vision for the waterways by examining how they can contribute to sustainable development, urban and rural regeneration, and quality design. It seeks to encourage potential partners to look more innovatively at the waterways, showing how they can be used to benefit the areas through which they pass.
- Chapter Four provides practical advice and guidance on how the vision can be realised through the planning system, and how the current and emerging planning framework can be used to shape and support the future development of the waterways.
- Finally, Chapter Five considers the processes involved in implementing waterway projects, and presents step by step advice on good practice in project delivery.

Chapter 2

Understanding The Waterways

*'The inland waterways are extraordinarily diverse. They include the canals - narrow, broad and ship; the rivers which have been made navigable; the Norfolk and Suffolk Broads; and the navigable drains of the Fens. They also include the naturally navigable parts of rivers such as the Thames, Severn and Trent, as well as many smaller rivers around the country.'*⁴

Origins and Characteristics

2.1 The waterway system was first developed in the Middle Ages when natural rivers were made navigable to provide arteries for trade. It was fundamentally reshaped in the mid-18th to early 19th centuries by the construction of canals, which were the essential means of transport during the industrial revolution.

2.2 The success of the waterways was based upon their ability to move bulk freight cheaply. However, they found it difficult to compete with the railways and the system started a long period of decline, which was accelerated by the development of road transport. About half of the system was nationalised in 1948, but the decline continued despite increasing recognition in volunteer circles of the waterways' value as an historical and amenity asset. This value was acknowledged by the Government in the *Transport Act 1968* which formally recognised the amenity and recreational use of the nationalised waterways. The Act marked a turning point for the waterways and helped shape the present role of the system and its importance for transport, tourism, sport and recreation, urban and rural regeneration, and heritage and nature conservation.

2.3 Today the system is undergoing a renaissance. There are now more than 5,090 kilometres (3,160 miles) of fully navigable waterways in England and Wales and a further 2,985 kilometres (1,853 miles) of unnavigable waterways⁵, many of which are the subject of innovative restoration projects or proposals⁶.

2.4 As *Waterways for Tomorrow* explains, the waterways are marked by their diversity and the uses they fulfil. The key features are as follows:

- The majority of the navigable waterways are the responsibility of British Waterways, the Environment Agency, and the Broads Authority, who manage 51 per cent, 17 per cent and 3 per cent by length respectively. Around 30 other navigation authorities - including local authorities, trusts and charitable bodies, and private sector companies - manage the remainder.
- Geographically, the waterways transcend conventional physical and administrative boundaries; they are found in metropolitan areas, urban areas, coalfield areas, market towns, and accessible and remoter rural areas. In cities such as London, Sheffield, Manchester and Birmingham, they run through areas of severe urban deprivation and areas of affluence. In the countryside, they link agricultural land, market towns, upland and lowland areas, and areas of environmental, conservation, heritage and ecological value. A map of the entire network can be found in *Waterways for Tomorrow*.
- The waterways support a multitude of leisure and recreational uses, providing opportunities for boating (there are around 100,000 licensed boats on the system), angling (over 300,000 anglers), water sports, and recreational walking and cycling. Their inherent amenity, environmental and heritage value attracts an estimated 160 million tourism visits per year generating income for both urban areas and rural towns and villages.
- The waterways still perform, in some areas, their traditional role as movers of freight. The towpaths provide valuable links for walkers and cyclists. Canal towpaths are increasingly being used as routes for telecoms infrastructure.

⁴ 'Waterways for Tomorrow', DETR, July 2000.

⁵ 'Waterways for Tomorrow', DETR, July 2000.

⁶ 'Waterways Restoration Priorities', IWAAC, June 1998. An update of this report is currently being prepared by IWAAC.

- The waterways, particularly the navigable rivers, are a source of water supply and are central to land drainage and flood alleviation. Canals, too, have a role in land drainage and make a useful contribution to water supply in some localities.
- The waterways support an array of important habitats and wildlife. In England, some 40 stretches of canal have been notified as Sites of Special Scientific Interest because of the presence of unusually diverse aquatic plant species. In addition, many waterways support a variety of animal species with individual conservation value. Waterway corridors also form important linear wildlife routes bringing wildlife into urban and intensively managed agricultural areas, and linking fragmented habitats.
- The waterways are exceptionally rich in heritage value, with a diverse range of historic buildings and examples of innovative civil engineering. The British Waterways estate alone contains 130 scheduled ancient monuments and some 2,800 listed structures - second only in number to those managed by the National Trust. Some selected locations on the canal system are currently under consideration for World Heritage status. Moreover, the waterside buildings and wider landscape are as important components of the fabric of the historic waterways as the waterway infrastructure itself.
- The waterways are increasingly important corridors for development, often being priority areas for regeneration and renewal, especially where they pass through areas of redundant land or buildings.

Realising the Waterways' Potential

2.5 Despite increasing recognition of their value to society, the full potential of the waterways is still not being realised⁷. Much of this is a legacy of their long

historic decline and an association of the canals with industrial decay. Such a perception is now out of date and the positive benefits and opportunities which the waterways offer need to be recognised. Where this has been done the benefits can clearly be seen, as demonstrated by the case studies in this Guide.

2.6 Even where the potential is recognised, however, many waterway developments and projects fail to integrate the waterspace, using the water only as a setting or visual attraction, or to benefit from its added value for commercial, residential, transport, and recreational uses. Development of this kind can result in underused waterways and basins and the loss of facilities, services and access points crucial to the waterways' infrastructure. Projects should not be designed to turn their backs on the water and development should not be viewed exclusively from the land to the water, otherwise the waterway will fail to provide its full potential to the area.

2.7 One misapprehension which needs to be dispelled is that exploiting the waterways and the opportunities they provide is more difficult, and requires more complex solutions, than in other locations. This is not so. By following good practice in planning and regeneration, as this Guide demonstrates, many of the challenges faced by waterways projects can be overcome. The key challenges are discussed below.

Accessibility

2.8 This is fundamental to both the waterside and the waterspace for two reasons. To be sustainable, waterway improvements need to be integrated into the wider area so that a sense of ownership and responsibility is created. Secondly, accessibility encourages use and activity, which drives regeneration. Without activity, improvements will be wasted and a redeveloped site will be at risk of returning to its original condition. Waterway development, in both urban and rural locations should therefore be carefully planned to take

⁷ 'Britain's Inland Waterways: An Undervalued Asset: Final Recommendations', IWAAC, 1997.

into account the potential uses of the corridor and waterspace, and provide adequate access points to and from the water, car parking and public transport options as part of the regeneration process.

2.9 Waterways are a fixed asset and the issue of accessibility is therefore particularly acute in rural areas where destinations are often not easily accessible by public transport. Planning policies and approaches need to be sufficiently flexible to allow waterways to help deliver rural regeneration.

Managing Change in Sensitive Areas

2.10 Meeting the needs of a growing number of existing and potential waterway user and interest groups, all with separate agendas for change (or no change), is a considerable challenge. Taking an integrated and flexible approach to planning, based on a thorough and sympathetic understanding of the waterway resource will ensure that these interests are reconciled. For example, it is now recognised that all waterways should be managed in an integrated way taking into account the complex inter-relationships between navigation, water supply, ecology, flood control, land drainage and recreation. The Clear Water 2000 project on Barton Broad demonstrates how the Broads Authority has balanced environmental enhancement and greater accessibility and interpretation for the public.



Aerial view of Barton Broad.

WATERWAYS AND DEVELOPMENT BALANCING WITH THE ENVIRONMENT

Good Practice Example: Barton Broad - Clear Water 2000

The 60ha Barton Broad forms part of the Norfolk Broads, one of Europe's busier waterways. It is an internationally important wetland, popular with visitors and naturalists. The Clear Water 2000 project aims to restore the Broad's biodiversity, enhance its environmental quality and improve visitor access by opening a walkway through the surrounding fen and carr woodland.

The main good practice lessons are:

- Successful restoration of habitats and the ecology of a sensitive area
- Implementation of an effective management regime for the environment and use of the waterway
- Successful balancing of potentially conflicting visitor and ecological demands through the provision of visitor interpretation and education facilities
- Attainment of wider regeneration activity through improved accessibility and leisure opportunities.

Fragmented Land Ownership

2.11 Many waterway corridors, particularly those in urban areas, are characterised by fragmented land ownership. With effective and co-ordinated land ownership a critical factor in securing regeneration⁸, a proactive approach will often need to be adopted. British Waterways and other public bodies have effectively used their land holdings to lever the regeneration process. Land assembly has been used to create capacity and control over the direction of development. Alternatively, partnership mechanisms to engage landowners can be devised, such as those used by Nottingham Waterside Ltd (see Appendix 1), where 100ha of riverside land in Nottingham are being regenerated to create a range of development opportunities.

Flood Risk

2.12 The environs of all waterways are susceptible to flooding, constraining development opportunities which may exist alongside them. However, canals do not present such a risk as rivers not only because, as man-made watercourses, they are easier to manage, but also because they are frequently not located on a flood plain. The responsibility for flood assessment and water management associated with development lies with the developer, in whose interest it is to assess requirements (as this will influence land values and development viability). The principles underlying flood-risk and land use planning are outlined in *Planning Policy Guidance note (PPG) 25 (Development and Flood Risk)*, which applies a sequential approach to development in flood plains, giving preference to areas with the lowest flood probability in order to avoid, where possible, unmanaged flooding. The Environment Agency plays a leading role in managing flood risk and all local authorities are required to consult the Agency (and, where appropriate, British Waterways) on development plans and individual planning applications. Liaison at an early stage with the Agency (or British Waterways) on projects will help to minimise the risk of flooding.

2.13 However, flood risk is not always a constraint to regeneration. It can present opportunities by making more sites available for uses other than built development (i.e. such as open space, riverside parks and amenity areas). This in turn can stimulate wider regeneration activity elsewhere.

Infrastructure Development and Waterways

2.14 Historically roads and other infrastructure have often obstructed the lines of disused waterways, creating challenges to their restoration and re-use. Despite this there is an increasing number of examples where waterways have been restored or reinstated, creating economic and social benefits. Such projects demonstrate that the restoration or reinstatement of waterways can be justified through the positive impact the waterway will have on development. One of the most ambitious projects of this nature is taking place on the Encircling Canal in Utrecht, The Netherlands.

WATERWAYS RESTORATION AND HIGHWAYS

Good Practice Example: Restoration of the Encircling Canal, Utrecht

The canals of Utrecht provide a link in the waterways connecting Amsterdam with the Rhine. With the decline in their use the Encircling Canal around the historic city core fell into decay. Part was filled in and a major highway built on its route. In the 1990s, responding to the ideas of local citizens, a project was formulated to restore the Canal. Work started in 1998 led by the Municipality of Utrecht and local business partners with INTERREG funding. Part of the Canal is now open to navigation, the other half is programmed for opening in the summer of 2002.

⁸ 'Urban Development Corporations: Performance and Good Practice', DETR, June 1998.

Good practice lessons are:

- Recognition of the potential heritage and historic value of a canal network to a city centre
- Re-opening of an infilled canal, reinstating full navigation around the city
- Integrated approach to restoration, incorporating comprehensive environmental, ecological and economic improvements with ambitious civil engineering.



Reinstatement of the Encircling Canal, Utrecht.

2.15 Current policy seeks to protect disused waterways from obstruction by roads and other infrastructure development. For example, *PPG13 (Transport)* published in March 2001 encourages local planning authorities to safeguard the line of disused waterways where there is a reasonable degree of certainty of a restoration project proceeding, in whole or in part, within the development plan period. Additional guidance has also been included in the *Design Manual for Roads and Bridges* to ensure that waterway restoration proposals are taken into account when road improvement schemes are drawn up. Where there is a viable project to restore or develop a waterway which has started, or is likely to start within a reasonable period of time, the highway scheme should normally include a navigable crossing or diversion to standards appropriate to the waterway. In other cases, highway schemes should not prevent or inhibit future restoration to full navigation.

Chapter 3

Developing The Vision For The Waterways

3.1 The Government's vision for the waterways as set out in *Waterways for Tomorrow* sees the inland waterways as “an important asset for future generations to enjoy and... is keen to see them maintained and developed in a sustainable way so that they fulfil their social, economic and environmental potential”. Key aspects of policy include:

- Encouraging the improvement, development and restoration of the waterways through partnerships between the public, private and voluntary sectors.
- Supporting the development of the waterways through the planning system.
- Promoting the waterways as catalysts for regeneration.
- Promoting the use of the waterways for leisure and recreation, tourism and sport.
- Protecting and conserving the waterways' unique heritage and environment (built and natural).
- Encouraging the use of the waterways and towpaths in sustainable transport initiatives for the movement of people and freight.
- Developing co-ordination among navigation authorities through AINA⁹ and the Collaboration Agreement between the two largest authorities, British Waterways and the Environment Agency.

3.2 The Government's aim of supporting the development of waterways through the planning system will be fundamental to achieving its other policy objectives, particularly in the fields of

regeneration and development. Those promoting waterways (and schemes affecting them) need to demonstrate their potential to contribute to current regeneration and planning objectives. They should do this as part of their efforts to influence planning guidance and policies.

3.3 This Guide refines the Government's vision in terms of regeneration and planning, and identifies the opportunities the waterways offer to enhance the quality of life across England and Wales. The Guide aims to promote good practice in the following four key areas and to ensure that the various tiers of the planning system take full account of them.

- Using the waterways' unique environment, and their value as commercial, leisure and amenity spaces and transport corridors, to achieve the objectives of sustainable development.
- Exploiting the waterways as catalysts for urban regeneration, bringing value and activity to areas in need of economic renewal and regeneration.
- Using the waterways to facilitate rural regeneration and diversification by developing rural business clusters, strengthening market town centres, promoting opportunities to gain access to and enjoy the countryside, and enhancing the quality of rural waterway corridors.
- Promoting renewal by using the waterways to deliver quality waterside development that integrates waterside and waterspace.

Each is explored in more detail as follows:

⁹ Association of Inland Navigation Authorities.

Opportunities for Sustainable Development

3.4 Sustainability is the overarching and defining principle in current planning and regeneration policy. At its core is the integration of land use planning, economic activity, physical and social infrastructure, in order to achieve a better quality of life. This goal, it is suggested, involves meeting four key objectives, including:

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

3.5 The waterways provide a unique opportunity to contribute to these core objectives by:

- **Providing publicly accessible areas for leisure, sport and recreation.** The future management and development of the waterways has the potential to play a useful role in promoting health and well-being and facilitating improved access to sport and recreation for all, including those sections of the community who are disadvantaged¹⁰. The potential is emphasised by the fact that nearly half the population in England lives within eight kilometres (five miles) of a navigable waterway.
- **Conserving the archaeological and built heritage.** The conservation of the unique historic buildings/structures, environments and landscapes

associated with the waterways, provides an important means of maintaining local distinctiveness and culture, helping to contribute to economic and social regeneration.

- **Protecting and enhancing biological diversity & environmental quality.** The restoration of the waterways offers great scope for habitat improvement and wildlife gain. With the introduction of national and local biodiversity action plans, and the setting of objectives and targets for particular species, the waterways have a key role to play in maintaining and enhancing the wildlife heritage of wetland habitats. The waterways can also make a valuable contribution to the quality of the landscape, and their regeneration can therefore act as a catalyst for local environmental improvements (such as the reclamation of derelict land, or the treatment of contaminated land), with associated economic, environmental and community spin-offs.
- **Contributing to an integrated transport system.** There is significant potential to integrate the waterways into the wider transport network. Although the amount of freight currently carried is very limited¹¹, there is scope for attracting more to the waterways, particularly to the larger canals and river navigations¹². Waterway corridors also have a useful role to play in widening travel choices, providing opportunities for cycling, walking, alternative public transport and green routes. To ensure long-term use of towpaths as sustainable routes, investment and maintenance are needed. Access and towpath improvements could well form an integral part of urban regeneration schemes and urban fringe or countryside recreational initiatives.

¹⁰ 'The Inland Waterways: Towards Greater Social Inclusion', IWAAC, April 2001.

¹¹ Currently less than 1% of freight in Great Britain is transported by inland waterways.

¹² The Government's Freight Study Group is currently examining ways in which this might be done.

- **Contributing to economic growth and employment and improving local economies.** Waterways can be a focus for economic and regeneration activity, supporting water-related businesses as well as levering in investment to counteract previous under investment, dereliction and deprivation. Regeneration is crucial to economic and cultural development as it promotes investment, regenerates the physical fabric and improves the quality of areas as places to live, work and spend leisure.

3.6 In recent years, there has been a growing awareness of the need to carry out the regeneration of the waterways in a sustainable way. This necessitates a willingness to find a means of reconciling potentially conflicting interests. In the case of the restoration of the Montgomery Canal, this objective has become a central feature of the work of the Montgomery Canal Restoration Partnership.

WATERWAYS AND SUSTAINABLE RESTORATION

Good Practice Example: Montgomery Canal

The British Waterways' Montgomery Canal links the Llangollen Canal in Shropshire with Newtown in Powys. Abandoned in the 1940s, it has been progressively restored over the last 30 years. Since 1999 restoration has been in the hands of the Montgomery Canal Restoration Partnership, comprising British Waterways and seven partner agencies. The Partnership is seeking to achieve a *'flagship of sustainable restoration'* meeting the needs for both navigation and conservation of the waterway ecology. The main good practice lessons are:

- Use of innovative restoration techniques including new channel designs and construction techniques

- Development of consensus among key partners over priorities for action and project implementation
- Adoption of a flexible approach to planning and management in response to the changing circumstances of a long term project
- Maintenance of the necessary drive in order to sustain the momentum of the project and overcome funding difficulties
- Preparation by British Waterways of a Management Plan establishing the strategic policy context for restoration, specific policies and an implementation programme.



Restored section of the Montgomery Canal, Burgedin Locks, Wales.

The Urban Opportunity

3.7 The value of waterways for regeneration within urban areas is now widely acknowledged. Successful regeneration projects in cities such as Birmingham (Brindleyplace), Manchester (Castlefield) and Nottingham (Castle Wharf) have clearly demonstrated how urban waterways can be used to help bring derelict and under-used land back into effective use.

3.8 The Government's overall policies for regeneration in England are encapsulated in the *Urban White Paper*¹³. This sets out a framework of policies to promote urban areas and urban living to be delivered through partnership, and local level service delivery. Social inclusion is high on the Government's agenda and the White Paper advocates the need for local communities to be fully engaged in determining how their area is to develop. The White Paper recognises the need to optimise urban capacity and density, and promotes mixed-use development on sustainability grounds so that homes are closer to jobs and services.

3.9 In addition to encouraging sustainable development, the waterways can play a fundamental role in achieving urban regeneration objectives in the following ways:

- **Acting as a catalyst for regeneration.** The waterway can provide a central feature or linear route of opportunity around which regeneration can take place. Increasingly, good practice regeneration on the waterways includes a vision or corridor-led approach that incorporates the potential of the waterspace into the overall development. Such a focused approach is important in engaging the public and private sector, and can unlock funding programmes from national and regional sources.
- **Increasing accessibility to derelict and under-used areas.** Improvements to waterspace can bring an area back into public use and create an environment that encourages activity and attracts physical development opportunities. Waterside sites can also act as a seedbed for initial regeneration projects. Using the waterside to enhance open space and amenity value, a sense of ownership and pride can be fostered that will in turn increase confidence and investment in the surrounding area.
- **Enhancing development value and viability.** The additional development value created by a waterside location provides benefits to the developer and increases the likelihood of development taking place¹⁴. It can also translate into direct improvements to the waterway itself. Increased value also enables the development to carry any additional costs, such as the cost of treating contaminated land, providing further impetus to regeneration.
- **Promoting sustainable corridor development.** The waterways are important corridors for development, often being priority areas for regeneration and renewal. Other waterways are located in prosperous areas where the key need is to ensure that waterside development supports and promotes leisure and other established waterway uses. They can provide a focus for high quality locations, as at Brindleyplace in Birmingham.

WATERWAYS AS A REGENERATION CATALYST

Good Practice Example: Brindleyplace

Brindleyplace is a highly successful mixed-use canal-side development in the Convention Centre Quarter of Birmingham City Centre. Comprising offices, restaurants and bars, housing and open space, it forms a prime visitor attraction that has enabled the area to have a vibrant 24-hour economy. An early example of public-public partnership (Birmingham City Council, and British Waterways as the Birmingham Inner City Partnership), the key to its success has been the award winning improvements to the canal frontage carried out by British Waterways and its development

¹³ 'Our Towns and Cities: the Future. Delivering an Urban Renaissance', Cm4911.

¹⁴ 'The Value of Waterside Properties', University of Newcastle upon Tyne, 1994. The study reported a residential development value uplift of around 19% for properties with water frontage and 8% uplift for non-frontage properties in the same development.

partner, together with Birmingham City Council. Area regeneration is now rippling outwards into adjoining areas. Key good practice lessons are:

- A successful partnership allowed plans to progress over a number of years within the framework of a flexible masterplan
- The masterplan treated the canal as a “front door” to development and allowed the benefits of a water frontage to permeate the overall project
- Major improvements to accessibility and connectivity of sites enabled the area-wide development to attract large numbers of people - workers, residents and visitors
- The treatment of the canal and public realm areas created an attractive environment that acted as a catalyst for adjacent development and in turn is promoting a wider regeneration effect.



Brindleyplace, Symphony Court.

The Rural Opportunity

3.10 The role that the waterways can play in contributing to the regeneration of rural areas should not be underestimated - over half of the system is located in the countryside. The rural waterways are a unique national tourism resource that can play a significant role in supporting local economies by helping to enhance the viability of existing local shops, businesses and public transport. *Waterways for Tomorrow* estimates that the holiday boat business contributes more than £40 million per annum to local economies.

3.11 The *Rural White Paper*¹⁵ covering England sets the focus of rural policy on supporting rural businesses, promoting rural diversification and maintaining rural service provision and transport. Its initiatives include three key areas for action. Equivalent policies to support rural regeneration are being developed by the National Assembly for Wales.

- **The Market Towns** - aiming to develop economic opportunities, transport links, leisure, and services in up to 100 market towns across England.
- **Farm and rural diversification, including tourism** - promoting measures aimed at creating a self-sustaining tourism industry. Initiatives will be delivered through tourism and conservation bodies that will promote the use of the countryside through improved accessibility and footpaths, and woodland management.
- **Access to the countryside** - extending statutory rights of access to commons, moors, heaths and mountains. Access to canal towpaths and riverbanks is seen as important and is being promoted through initiatives such as British Waterways’ *‘Access for All’* programme.

¹⁵ ‘Our Countryside: the Future. A Fair Deal for Rural England’, Cm4909

3.12 Waterway corridors can also act as key focal areas for the diversification of agricultural activities. Indeed the *Rural White Paper* suggests that rural waterways can present important opportunities to develop new enterprises such as business telecottages, shops, cafes and community centres, visitor centres and museums, self-catering accommodation, and boat related industries. Potential activities linked to the waterways could include the creation of marina facilities, craft outlets, bed and breakfast accommodation and wildlife reserves.

3.13 The opportunities presented by the waterways system in rural areas are encapsulated in British Waterways' *Rural Regeneration Strategy*¹⁶, which promotes rural waterway corridors as:

- key focal areas of rural diversification and growth, to create and support sustainable rural communities;
- safe, accessible and enjoyable environments for rural recreation, fostering strong ownership and engagement by local communities;
- representative examples of the rural landscape, ensuring their unique heritage, wildlife and traditions are conserved and enhanced.

3.14 Although rural waterways provide a high quality, diverse and attractive environment for business and tourism development, this must be balanced against the conservation of the resource itself. As noted in the British Waterways' strategy, planning policies require the character of the countryside to be respected, making high quality and innovative solutions essential. Development alongside or adjacent to rural waterways therefore needs to be carefully considered in terms of its type, location, design and long-term sustainability.

3.15 The rural waterways also have a useful role to play in improving the quality of life of rural communities. They offer a means of sustainable transport, an

educational resource and a readily accessible recreational experience that can help people improve their health and well-being. They also provide important links between rural communities, villages, and market towns, and help to stimulate economic activity and social inclusion. Community involvement in rural regeneration can help to engender a feeling of local ownership, thereby providing a resource to maintain and protect the future of the waterways.

WATERWAYS AND MARKET TOWN REGENERATION

Good Practice Example: Regeneration of Market Harborough Canal Basin

Market Harborough Canal basin is the terminus of an eight kilometre (five mile) long branch of the Grand Union Canal which ends 0.8 kilometres (half a mile) to the north of Market Harborough town centre. The renovation of the canal through mixed-use development has been a key component in the tourism strategy for the town. British Waterways initiated the project in conjunction with the local authority and a local charity. The main good practice lessons are:

- Creation of a sustainable waterside development, attracting visitors and generating economic benefits for a medium-scale market town
- Good use of the water frontage, waterspace itself and restored canal-side buildings
- An inclusive approach to the preparation of a masterplan which involved extensive partner and community contributions
- A determined and sustained approach from the project champion (British Waterways), turning a loss-making asset into one that is self-sustaining.

¹⁶ 'Rural Regeneration Strategy', British Waterways, 2000.



Regeneration of Market Harborough Canal Basin.

Delivering Quality Waterside Development

3.16 In the past, too many waterside schemes have been poorly designed and the opportunity offered by the presence of the waterways has been lost. The reasons for this have included an absence of sympathetic local planning policy, a lack of understanding of the inherent value of waterside sites, and an insufficiently holistic approach to the area.

3.17 Increases in economic, social and environmental value can be gained through good design. Design on waterside sites is promoted by recognising the amenity value of the waterway and the development uplift this generates. Sites adjacent to waterways (such as Castle Wharf in Nottingham, Brindleyplace in Birmingham, and Castlefield in Manchester) are increasingly the focus for high quality development and demonstrate the added value that good urban design can bring to waterside development.¹⁷

3.18 A number of measures can be employed to support good urban design on waterside sites. They include:

- using the waterways as the starting point for formulating development concepts and creating a unique sense of place;
- creating the critical mass needed to support elements of quality design (such as public spaces and mixed uses) by physically linking dispersed sites and opportunities along a linear corridor;
- integrating development with neighbouring areas and the waterspace to ensure that an overall design vision is secured for the benefit of the waterway;
- promoting a range of uses on the waterway, for example residential and business uses (restaurants, retail, boats, etc) and leisure pursuits which bring activity and movement into the new development, combined with passenger transport initiatives (such as waterbuses);
- treating the towpath as a 'pedestrianised street' with buildings oriented to front the waterway and linked public spaces with active edges overlooking the waterway which are accessed from the towing path in order to generate natural surveillance and policing; and
- establishing good pedestrian circulation within the development and providing strong and direct linkages to the surrounding areas.

3.19 These factors need to be reflected in design criteria and guidance, which will enable the development vision to realise the full value of the waterway. Emphasis should be given to site planning, design layout and orientation, which can differ between each side of the corridor. The boundary with the water forms the public and private interface and has a major influence on the perception of the environment. Access and towpath improvements should form an integral part of any development proposal for a site.

¹⁷ See 'The Value of Urban Design', Commission for Architecture and the Built Environment and DETR, 2001.

WATERWAYS AND URBAN DESIGN

Good Practice Example: Creating the Public Realm at Castlefield, Manchester

Castlefield is a 20ha area to the south of Manchester City Centre at the junction of the Bridgewater Canal, the River Medlock and the Rochdale Canal. This area had become neglected with the decline of traditional industries in the 1950s and 60s. An informal alliance of two local landowner/developers who initiated development, combined with Central Manchester Development Corporation (CMDC) and the City Council, has implemented an attractive mixed-use scheme incorporating extensive canal restoration and renovation of historic buildings.

The main good practice lessons are:

- Using the waterway and industrial heritage of the area to create a unique sense of place
- Improving the permeability of the area by linking sites with convenient pedestrian routes
- Using and enhancing the waterway to provide openness and ambience
- Creating social diversity, with facilities to attract both local people and visitors
- Developing the identity of the area at the heart of the City's tourism and leisure attractions through co-ordination of Castlefield with CMDC's work in other areas of central Manchester.



Merchants' Bridge, Castlefield, Manchester.

Chapter 4

Waterways And The Planning System

Hierarchy of Planning Guidance and Development Plans

4.1 The planning system in England and Wales comprises a tiered hierarchy of planning guidance, development plan policies and supplementary planning guidance. These various plans and guidance documents serve two main functions. First, they provide a strategic policy framework to inform and guide the formulation of regeneration initiatives or individual project proposals. Second, they provide the regulatory context within which development control decisions are formed.

4.2 In order to ensure that the planning system works to the best advantage of potential waterways regeneration and improvement initiatives, it is essential that local planning authorities adopt a proactive approach towards the planning system, incorporating the views and aspirations of the waterways sector at all levels. This will ensure that planning policies provide opportunities for development and regeneration along waterway corridors. This greater integration with the development of planning policies can be achieved through:

- strategic representation of waterways planning policy at regional level;
- greater utilisation of the development plan process to ensure effective local delivery;
- facilitating change on the waterways through appropriate development control mechanisms.

4.3 This Chapter addresses the role of the planning system in relation to the promotion of regeneration, improvement and development alongside the waterways. The relevant hierarchy of planning policy for England is illustrated diagrammatically in Figure 4.1. For Wales the planning policy hierarchy is illustrated in Figure 4.2.

Figure 4.1 : Planning Hierarchy in England

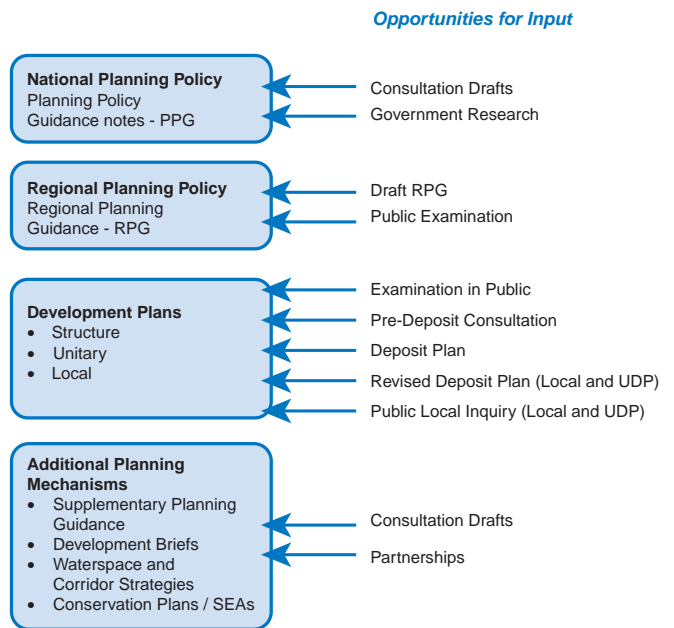
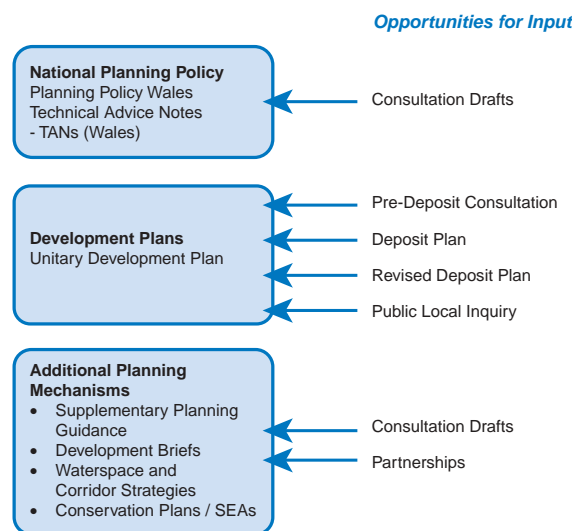


Figure 4.2 : Planning Hierarchy in Wales



4.4 At present in England, Government establishes overall aims for topic specific aspects of national planning policy through Planning Policy Guidance notes. The main scope for contributing to national policy is by undertaking research and responding to consultation drafts on PPGs.

4.5 At a regional level there is a network of Regional Planning Guidance for the nine regions of England. At this level of policy formulation it is appropriate to focus attention on the waterways either as a strategic asset, or as a key area for regeneration through representation at the Public Examinations to draft Regional Planning Guidance.

4.6 Planning Policy Wales sets out the National Assembly for Wales' land use planning policies and is supplemented by a series of Technical Advice Notes (TANs). Planning Policy Wales provides the policy context in which Unitary Development Plans are prepared. *TAN 18 Transport (1998)* includes detail on inland waterways. Additional guidance on waterways is to be provided in revised *TAN 18 Transport* which is under preparation.

4.7 The next tier of the planning system is the development plan which either comprises a Structure Plan for a County together with Local Plans for its constituent Districts or, a Unitary Development Plan (UDP) for a Unitary Authority. A Structure Plan sets out broad strategies which can be locationally specific only at a broad level of disaggregation. Local Plans provide more site specific guidance. A UDP is split into a strategic element (Part One) and a more site specific or local element (Part Two). Stakeholders are able to respond to consultation drafts (within clearly defined time limits) at all stages of the preparation of development plans.

4.8 Finally, there is a variety of additional planning mechanisms which provide a targeted approach to the promotion and control of site specific or topic specific development. These mechanisms usually form

Supplementary Planning Guidance (SPG) and provide important guidance for planners when considering applications for planning permission.

National and Regional Policy

4.9 The areas of current planning policy guidance that are of direct relevance to the waterways are summarised in Appendix 3 of *Waterways for Tomorrow*. Whilst there is relatively little specific reference to the waterways within planning guidance, there is much general advice in the PPGs and TANs that is relevant to the waterways. At a national policy level the Government '*will continue to review each PPG when it is revised with the aim of developing the potential of the inland waterways through the planning system*'¹⁸.

4.10 Through the consultation draft process, navigation authorities and other waterway bodies are able to make representations promoting the waterways to Government. Clearly argued and well researched representations to Government can achieve the wider aims of waterways' interests when relevant PPGs, and TANs are reviewed.

4.11 At the regional level a strong recognition of the waterways in planning policy should be an objective of the waterway bodies. Regional Planning Guidance for the nine English regions (and Planning Policy for Wales) not only determines the strategic spatial development strategy that is translated down to Structure Plan and Local Plan level, but also emphasises the needs to be addressed in Regional Economic Strategies and Local Transport Plans.

4.12 By their very nature, waterways are of strategic importance where they transcend local and regional boundaries. Thus, their restoration and regeneration fits well within a regional perspective and it is important that this strategic dimension is reflected in Regional Planning Guidance. The existing *RPG3b (Strategic Planning Guidance for the River Thames, Feb 1997)* is the first RPG to provide guidance on a

¹⁸ 'Waterways for Tomorrow', DETR, 2000

waterway. It acknowledges the multi-functional nature of the Thames and requires local planning authorities to:

- designate the Thames corridor as a Special Policy Area;
- produce detailed appraisals that mirror the corridor study concept;
- adopt appropriate policies in their UDPs for the Thames Policy Area;
- request applicants to submit a design statement to accompany applications.

WATERWAYS AND REGIONAL PLANNING

Good Practice Example: London Waterways and RPG3b

Regional planning in London is being reviewed. The aim is to publish the *Draft London Plan (Spatial Development Strategy)* in 2002.

Central Government published *RPG3b/9b (Regional Planning Guidance for the River Thames)* in 1997. Within London (ie RPG3b) there is a requirement for riparian local authorities to designate a Thames Policy Area where more specific design and environmental policies apply. The emerging London Plan will replace RPG3b for Greater London. It is intended that the new strategic policy will apply to the entire London waterway network rather than just the River Thames.

The aim is that there should be a comprehensive city wide approach to waterways, called the Blue Ribbon Zone. The Greater London Authority (GLA) has undertaken a thorough engagement process to

determine what the Blue Ribbon Zone should do in both policy and actions terms. Three tools were used: focus groups of key organisations examining various aspects of London's waterways; a dedicated workshop open to a broader range of organisations including education, voluntary and local interests; a Stakeholder Forum, open to any interested party.

It emerged that there are a wide range of views and a degree of conflict about the future of the London's waterways and the priorities for policies and action. The policy mechanism developed has been to formulate a set of principles at a sufficiently high level to gain the broadest range of support. These will be backed up by more detailed policies and actions, now being worked up.

Key lessons for good practice are:

- Involve a wide range of organisations at different levels
- Engage with different types of groups in different ways
- Recognise that conflict between different interests may exist and seek to work with them in a positive way.



Limehouse Basin, East London.

4.13 The Thames guidance is currently being reviewed as part of the London Plan and although the process is still underway, the inclusive approach adopted for the review is of significance for future RPG revisions. The RPG3b example illustrates the potential of the regional planning process when planning for the waterways. The aims of the waterways sector in regional policy may be summarised as follows:

- Establishing the importance of the waterways at the outset of the process (i.e. before a draft RPG is published).
- Recognising the multi-faceted contribution of the waterways (i.e. environmental, social and economic).
- Provision of comprehensive baseline information about the value of waterways.
- Establishing a clear vision for the waterways which is fully integrated with other policy objectives.
- Evolving policy in partnership with all key interested organisations, and securing high-level support for the outcomes.

Utilising the Development Plan System ¹⁹

Waterways and Plan Preparation

4.14 Development Plans provide the framework for planning the waterways. Their real power is that they are specific to the locality, and can be responsive to the specific needs and resources of the area. They can identify and guide improvements to the waterways for a particular area.

4.15 Research carried out by British Waterways ²⁰ shows that the inclusion of waterways in development plan policies is generally limited across planning authorities in England and Wales. Only 7 per cent and 2 per cent respectively of development plans examined include waterway-related policies on urban regeneration and on rural development/regeneration. Existing policies on waterways are often ad hoc and few plans adopt a comprehensive approach to protecting and promoting the waterways. They tend to focus on different aspects of waterways planning in a piecemeal fashion. This is reflected in policies that cover waterways with protective designations seeking to prevent development and preserve environmental value (ecological, architectural, recreational, etc), or policies zoning the waterways for uses that do not allow their full value to be realised, such as industrial or warehousing uses.

4.16 There is a number of ways in which local authorities could take a more rounded approach to recognising the waterways within their development plans. These are reviewed below.

- Local authorities can produce a waterspace strategy or corridor study in consultation with the relevant navigation authority to inform policy, development briefs and development control.
- Waterways and their environs can be designated as Special Policy Areas in development plans to provide a specific policy framework for the development and enhancement of the network over time. The evolving *Blue Ribbon Zone* in London is an example of how this can be achieved and applied to many waterways by local authorities across England and Wales. Policies based simply on preserving a current or

¹⁹ Planning Policy Guidance note 12 : Development Plans, provides guidance to local authorities about the preparation and content of development plans.

²⁰ British Waterways Postal Survey of Local Authorities, 1999/2000.

criteria that will guide the formulation of development proposals. The development plan is able to provide site specific inserts. Alternatively, more detailed site development proposals can be addressed in Supplementary Planning Guidance (SPG) or as a Development Brief. An important input to SPG and a Development Brief is the specification of appropriate land uses.

4.18 In order to realise the full potential of waterway sites, activities which generate a focus for movement and value should be encouraged. As the good practice case studies in this Guide show, mixed-use development has worked well. There has been an increase in visitor numbers and pedestrian flows whether for leisure or business purposes. Development incorporating housing generates use of the waterway frontage and pedestrian links. Good design and the provision of floor space matching demand has created a significant uplift in value which enables the development to overcome potential additional development costs.

4.19 Site planning must take care not to close off the water frontage from development further back on the site otherwise effective depth of regeneration and improvement will be inhibited. In urban areas, many waterways frontages remain heavily biased towards industrial zoning - reflecting the original role of the waterways. A careful review of demand for industrial premises on waterway frontages often highlights the need to consider re-zoning some established, but partially redundant, industrial allocations. Furthermore, businesses might well benefit from participating in mixed use redevelopment in order to unlock the added development value of alternative uses.

Development Plans and Freight

4.20 As noted earlier, the use of waterways for freight is currently being explored by a Freight Study Group set up by the Government to examine cost-effective and practical ways of increasing waterborne freight transport. The evidence being considered by the

Group suggests that estuarial and other tidal waterways offer the greatest potential for growth while, on the non-tidal system, the river navigations and the larger canals also offer opportunities. The historic broad and narrow waterways offer scope for developing niche markets.

4.21 PPG13 (Transport) advises that in preparing development plans or deciding on planning applications, local planning authorities must address four main issues which may be summarised as:

- Identifying sites, and where appropriate protecting those which have potential for the movement of freight by water, including those allowing transfer between road and water.
- Locating development of sites generating freight based activities away from congested central areas and residential areas and ensuring that there is adequate access to trunk roads.
- Promoting opportunities for the movement of freight by water by protecting realistic opportunities for waterway connections to existing manufacturing, warehousing and distribution sites.
- Considering as a high priority the potential for sustainable transport usage of disused water related transport sites.

Additional Planning Mechanisms

4.22 There is a number of practical tools that can be used to support waterways in the development plan system and help secure successful regeneration of the waterways. These mechanisms can be used at various stages of the planning process. They can form statements of strategic visions in planning guidance or simply support local delivery. They can also be used as non-statutory guidance to support development plan policy and development control decisions. The most successful of these tools applied to the waterways are reviewed below.

Using Waterspace Strategies and Corridor Studies

4.23 Waterways may pass through a number of local authority areas. It is important therefore that development plans achieve co-ordination of a planning approach to the waterspace. This is where Waterspace Strategies and Corridor Study approaches are useful in guiding development options on waterside sites. Waterspace Strategies have been devised as a tool for establishing an appropriate strategic planning framework for waterways areas. Corridor Studies focus on the waterway within its local environment and seek to reconcile the competing interests of different sectoral activities (for example, tourism/leisure as opposed to protection of wharves).

4.24 The role of **Waterspace Strategies** is to establish a strategic context for taking forward comprehensive area-wide development, informing the preparation of development briefs and guiding significant applications within waterway corridors which cross local authority boundaries. British Waterways has pioneered the use of the Waterspace Strategy in order to inform local authorities, developers and their design teams. It has four main components. First, aspirations for the future uses of the waterspace are established, including the identification of their land based implications. Second, the potential for the 'added value' of the waterspace is fully explored. Third, the waterside development is planned to incorporate both the towpath and the waterspace as integral parts of the proposals. Finally, an on-going Management Plan is produced to ensure future sustainability of the waterway.

4.25 Waterspace Strategies should be produced in consultation with the relevant navigation authority in order to inform the preparation of a development brief. Where a development brief has not been prepared the consideration of planning applications for major developments will be assisted if they are accompanied by a recently prepared Waterspace Strategy.



Extract from the Brentford Waterspace Strategy, prepared by British Waterways.

4.26 **Corridor Studies** (similar to detailed appraisals referred to in *RPG 3b Strategic Planning Guidance for the River Thames*) have been developed by British Waterways as a means of examining and accommodating competing demands on the waterways and adjoining land. The aim is to develop an approach that protects the waterway as a resource and its environment from inappropriate development, as well as unlocking its potential for use. This is achieved by providing a vision for the future regeneration, development and management of the waterway corridors that can:

- Feed into various investment and funding strategies, including the designation of regeneration priority areas.
- Translate into policies and proposals as part of the development plan review process.
- Proceed to adoption by the local planning authority as Supplementary Planning Guidance.
- Guide future strategies and plans prepared by the partner organisations and inform future management and maintenance programmes.
- Inform the preparation of strategic and site-specific action plans, identifying delivery mechanisms, potential partners and sources of funding.



Extract from the Draft River Tees Navigation Strategy, prepared by British Waterways.

4.27 Corridor Studies are especially important when a waterway project requires co-ordination between various local authority areas, as with the Millennium Link in Scotland. This project demonstrates how co-ordination between canal corridor frameworks and development plans has enabled the planning system to support the successful implementation of the project.

WATERWAYS AND DEVELOPMENT PLAN POLICIES

Good Practice Example: The Millennium Link, Scotland

The Millennium Link is an ambitious and innovative project designed to restore British Waterways' Forth & Clyde and Union Canals to navigation, and so provide a catalyst for economic and social regeneration throughout the Canals' corridor. The core of the project, championed and led throughout by British Waterways, is the construction of the innovative Falkirk Wheel at the junction of the

Canals. Falkirk District Council has incorporated policies relating to the Canal at all levels of the planning hierarchy.

The main good practice lessons are :

- A Canal Corridor Development Framework provided the framework for subsequent development plans
- Incorporation of clear planning policies in the Local Plan providing the strategic policy context for canal-related development and site specific guidance
- Comprehensive consultation informing the mix of activities, project designs and signposting to ensure good inclusiveness
- Surveys and monitoring during construction to inform environmental conservation and creation of new habitats
- Contractors required to demonstrate a good understanding of conservation/heritage issues and appropriate levels of skills in undertaking such work.



An impression of the Falkirk Wheel at the junction of the Forth & Clyde and Union Canals, Scotland.

Strategic Environmental Assessment and Conservation Plans

4.28 PPG12 (*Development Plans*) indicates that local authorities are expected to carry out a full environmental appraisal of development plans. The Department of Transport, Local Government and the Regions (DTLR) has published advice on how such appraisal should be carried out, including *Planning for Sustainable Development: Towards Better Practice* (DETR, 1998) and *Environmental Appraisal of Development Plans: A Good Practice Guide* (DoE, 1993). Regional Planning Guidance also is subject to sustainability appraisal. In relation to development plans, PPG12 (*Development Plans*) states that the appraisal process should apply to all types of plan, all policies and proposals. It should be incorporated in the plan preparation process and be a mechanism for identifying, quantifying (where appropriate), weighing up and reporting on the environmental effects of those policies and proposals.

4.29 Strategic Environmental Assessments (SEA), Conservation Plans, and Management Plans are tools of environmental and sustainability appraisal and can be used to assist local planning authorities, developers and navigation authorities in evaluating the value of the waterways and sustainable options for their future development and management.

4.30 SEA is a process of looking systematically at the potential environmental effects of policies, plans and programmes. Its purpose is to ensure that environmental considerations are properly addressed as early as possible and that they are considered on a par with economic and social factors.

4.31 The SEA Directive 2001/42/EC, formally adopted by the EU in June 2001, ensures that the environmental consequences of certain plans and programmes are identified and assessed during their preparation and before adoption. Public and environmental authorities can give their opinion and all results can then be integrated and taken into account in

the course of the planning procedure. The Directive will reinforce the relationship between the planning system and SEA, as it requires assessment of plans prepared for town and country planning.

4.32 The Environment Agency is currently using SEA to assess the potential impact of the Thames Navigation and Recreation Business Review Strategy on the non-tidal River Thames. The overall aim of the SEA is to ensure that the environment is taken into account in all decisions affecting the future of the Thames. The Agency is working with other public, private and voluntary partners, and developing the SEA to embrace social and economic considerations.

4.33 Conservation Plans are another tool that can be used to assess strategically the value and significance of a site or asset, and how that significance should be conserved and/or enhanced. According to the *Heritage Lottery Fund - Special Guidance* (April 1998):

“A Conservation Plan explains why a [historic] site or asset is significant or has [heritage] merit and how that significance is vulnerable or sensitive to change. It should set out policies to be adopted for retaining that significance in any future use or development. It should be founded on an examination of all relevant data and should be developed and amended as further evidence comes to light or circumstances change.”

4.34 Conservation Plans can be used to evaluate both the natural and built environment, as well as the cultural and social dimensions of how a site or asset should be used and managed. Further information on Conservation Plans is included in the English Heritage publication *Informed Conservation: Understanding historic buildings and their landscapes for conservation*. A good Conservation Plan should provide an effective guide to action in implementing a project. It should be capable of amendment, but it must be clear to all partners what amendments are made and for what reason. This holistic approach was used in the preparation of a Conservation Plan for the Kennet & Avon Canal.

WATERWAYS AND CONSERVATION PLANS

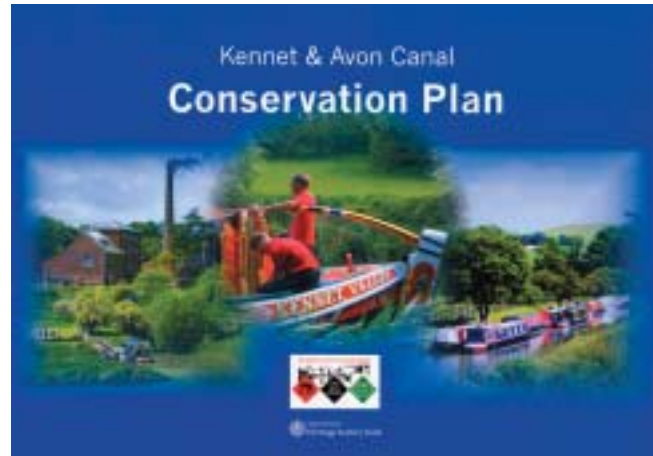
Good Practice Example: Kennet & Avon Canal

Restoration of British Waterways' Kennet & Avon Canal has been carried out in accordance with a comprehensive Conservation Plan which ensures that the five-year programme funded by the Heritage Lottery Fund and carried out by British Waterways, is in line with agreed conservation objectives and policies. It also provides a strategic Management Plan for the future conservation of the canal and its environs.

The good practice lessons are:

- An effective partnership approach involving all the riparian local authorities
- Preparation of a strategic Conservation Plan which provides a five year programme and management structure for the canal restoration
- Use of site Management Plans to ensure that conservation interests have been fully integrated into the project design and implementation process
- Implementation of a sustainability monitoring programme to evaluate the impact of restoration works and subsequent use of the canal, including a clear action plan for any remedial works.

4.35 Management Plans are similar to Conservation Plans in that they aim to secure an integrated and consistent approach across planning authority boundaries. They are particularly apposite because of the linear nature of waterways. The difference is that whereas Conservation Plans tend to be focused on



Front cover of the Kennet & Avon Canal Conservation Plan.

areas of heritage significance, Management Plans are targeted more at land management related issues (notably ecology and landscape). Management Plans are also useful in providing guidance on the content of planning obligations and planning conditions, in that they identify the types of conservation and enhancement works applicable at specific sites. They can also be used to avoid an adverse effect on the environment of a waterway area resulting from the insensitive introduction of unsightly infrastructure such as road bridges.

4.36 Management Plans can be used to identify the opportunities and constraints highlighted by a site and set objectives for improvement and future management. This process helps to facilitate informed and balanced decision making by identifying possible conflicts e.g. between operational, user and conservation requirements. They also serve to highlight opportunities for partnership working, including the involvement of volunteers and community groups in delivering certain projects. This, in turn can act as a catalyst for the improvement of the wider environment of the waterway. Management Plans can also help to ensure that the capital invested in the project is not wasted because of inadequate provision for maintenance.

The Use of Planning Obligations

4.37 Section 106 of the *Town & Country Planning Act 1990* provides powers for local authorities to secure planning obligations. A planning obligation most commonly takes the form of a legal agreement between an authority and a developer, which requires works to be undertaken, or benefits provided, in connection with a development proposed. In essence, Section 106 Agreements assist in ameliorating adverse impacts and/or make a development acceptable in planning terms. *Circular 1/97 - Planning Obligations* provides guidance and clarification on the operation and applicability of Section 106 Agreements. It indicates that a planning obligation should be:

- necessary - in order to make a proposal acceptable in planning terms;
- relevant to planning;
- directly related to the proposed development - i.e. not a remote connection;
- fairly and reasonably related in scale and kind to the proposed development; and
- reasonable in all other respects.

4.38 In practice what this means, is that it is necessary to substantiate a direct link between the development proposed and the contribution required - i.e. the contribution(s) agreed flow directly from the development proposed and the financial value can be justified either as the cost of overcoming an impact caused, or the cost of providing the necessary strategic infrastructure. The use of Section 106 Agreements has expanded over the last decade. Experience demonstrates that the requirement for Section 106 contributions should be written into the development plan and as a policy it needs to be applied in a transparent and consistent manner.

4.39 In relation to waterways development and regeneration projects, the most effective use of planning obligations is to facilitate the positive development and management of land that otherwise could not be enforced through planning conditions. Planning obligations should be framed positively to benefit the waterways system. They can be used to achieve significant improvements, particularly where development value will be enhanced as a product of the overall scheme. Opportunities that can be secured through planning obligations include:

- the restoration of disused or derelict waterways;
- the creation and improvement of access points to the waterspace and improvement to the tow path and corridor for pedestrians and cyclists;
- the provision of commuted sums to assist waterway enhancement and management schemes;
- the implementation of works to secure off-site landscaping;
- the creation or extension of mooring basins and marinas;
- the provision of boating facilities; and
- reinstatement of waterway walls affected by development.

4.40 The commitment of local planning authorities is essential for Section 106 contributions to be directed towards the waterways themselves. For example, Sandwell Metropolitan Borough Council sets out the use of agreements in connection with the waterways. The revised deposit Sandwell UDP published in March 2001 states at Policy C7 that: *'The Council will seek to protect the Borough's canal heritage, including canalside buildings and associated structures and areas around the canal network that are of special interest.'* The policy goes on to say that: *'Where appropriate,*

the enhancement of the canals and their settings will be secured through Section 106 Agreements'. In Hemel Hempstead, the Local Plan Inquiry deemed that the provision of a new mooring basin on the Grand Union Canal, as part of the redevelopment of a former canalside industrial site, was an appropriate planning gain, and as such a requirement was written into the Local Plan.

4.41 In some cases, it may be appropriate for the organisation charged with the management of a waterway to be a party to a Section 106 Agreement. This may occur, for example, where it is essential to secure the proper provision of any improvements or facilities for the waterway and for the proper application of any financial contribution paid by a developer in respect of them.

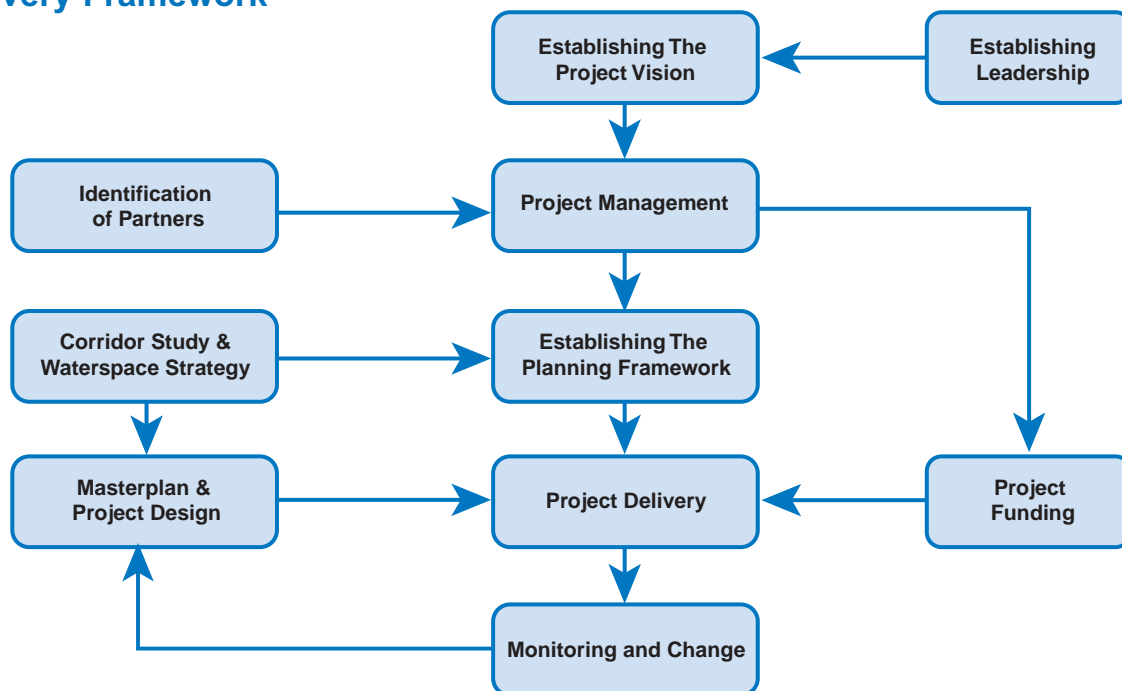
Chapter 5

Project Delivery

Introduction

5.1 The Government's vision for the waterways will be achieved by delivering a wide range of projects. Common to these will be a number of stages which are shown in diagrammatic form in Figure 5.1 below. This Chapter sets out the key features of these stages.

Figure 5.1 : Waterway Project Delivery Framework



Establishing A Project Vision

5.2 The vision for each waterway project will be unique, reflecting the circumstances and nature of the waterway and its environs. The range of possible project objectives is wide. Not all projects will be high profile, inner urban mixed use or commercial developments like Brindleyplace (Birmingham) or Castlefield (Manchester). Many will be located in less intensively developed areas or in the countryside. It follows that waterway projects will incorporate a

range of objectives, and seek to reconcile various competing waterway and waterside interests. These might include the regeneration of derelict and underused land, the restoration or improvement of waterway infrastructure, the enhancement of the environment and bio-diversity, and the promotion of leisure and recreation. This diversity of project objectives is reflected in the range of case studies presented in this document.

5.3 It is fundamental to establish a clear vision for each project at the outset, shaped by the nature of the waterway and objectives of the project. The vision will set out what is to be achieved, how it will be achieved, and give an indicative timescale. Responsibility for establishing a project vision does not rest solely with a landowner or the local planning authority or the navigation authority. Partnership is vital to its development.

Establishing Leadership

5.4 Whilst it is important to be able to draw on the strengths of the various partners for delivery, it is essential to define clear responsibility for the leadership role. A well intentioned but passive partnership is not a good recipe for success. There needs to be a project champion. There are three main reasons for this.

5.5 First, unless there is a leading agency, responsibility for monitoring action and programming will be diffused and delays in implementation will occur. Secondly, the development plan process is relatively time consuming. Large projects which are the subject of both strategic (RPG/Structure Plan) and local planning policy guidance can take some 8-10 years to move through the hierarchy of plan making even before a planning application is lodged. Unless someone is driving the project it can take additional time to work through the planning system. Thirdly, the experience of major waterway projects shows that it is mainly by the efforts of a project champion that progress is made. The Huddersfield Narrow Canal project's success was

due to the vision and efforts of the Huddersfield Canal Society, and Castlefield was driven to a great extent by a local entrepreneur.

5.6 A strong lesson, therefore, is the need for a project champion. This leadership role need not necessarily be the existing prime landowner, nor the principal source of funding, but in any partnership arrangement the project champion should be responsible for project programming.

Identification of Partners

Partnership Structure

5.7 A wide number of potential agencies can help to deliver waterway projects either as landowner, navigation authority, local planning authority, originator of a regeneration concept, local community group or source of funding. It is important to bring these together within an effective partnership structure.

5.8 A significant strength of the waterways is the way in which, by cutting across administrative boundaries, they can generate wide-ranging opportunities for partnership and co-operation. An example of this is the Nene Waterways Partnership Initiative covering the River Nene between Northampton and Peterborough. Here the Environment Agency took the lead in fostering a partnership between the local authorities, the Wildlife Trust and British Waterways. The Partnership is now implementing plans to attract funding for recreation and navigation facilities on the river.

5.9 There is a number of practical principles to aid the establishment of successful partnerships in waterway projects which need to be considered when setting up a partnership. They are summarised below. This Guide cannot be prescriptive about the type of partnership needed for projects on the waterways. The approach needs to be tailored to each particular situation.

- Decision-makers at all levels in the partnership should have access to information about the decision-making structures and aspirations of other partners.
- Continuity in the partnership is important as it takes time to build relationships and trust. If personalities and policies are continually changing it is hard to develop productive working relationships.
- Consultation at all levels should be built in at the early stages of strategy and project development, and not as an afterthought once fundamental decisions have already been taken.
- Where projects or strategies cross local authority boundaries, officers need to be sensitive to different local policies and allegiances.
- Flexibility needs to be incorporated so that the partnership can evolve over time to accommodate future events and the various project stages from inception to delivery.
- To ensure progress and delivery of change on the ground, any partnership should be structured so as to be able to evolve into a delivery mechanism such as a Joint Venture Company or other corporate entity.

5.10 The partnership approaches already used on waterway projects range from inclusive partnerships that incorporate a wide range of partners and interest groups, to specific joint venture companies focused on project implementation. They also operate at a variety of levels from the strategic to practical delivery. At each level, a different approach and varying mix of partners may be appropriate. For example the approach developed in Nottingham encompasses a public sector strategic partnership (Nottingham Waterside Limited) that seeks to deliver regeneration through specific joint venture delivery mechanisms incorporating landowners and developers.

PARTNERSHIP ON THE WATERWAYS

Good Practice Example: Nottingham Waterside Ltd

Nottingham Waterside Limited (NWL) is a public-public partnership that was formed in early 2000 to facilitate the regeneration of 100ha of land adjacent to the River Trent in Nottingham. The members of the partnership are Nottingham Regeneration Limited (City Council, East Midlands Development Agency and the private sector), and British Waterways. The partnership is restricted to those stakeholders who have long-term commitment to the objectives of the regeneration vision. The NWL partnership has developed a strategic framework for implementation which integrates the use of the waterway with the adjacent land. It is being adopted as interim planning policy in the form of Supplementary Planning Guidance and will inform the Local Plan review.

The main good practice lessons are:

- An innovative model for a regeneration company on the waterways, which can be rolled out to other areas
- Incorporation of a ‘public/public’ partnership at the strategic level, specifically excluding the private sector in the concept and vision stage of the regeneration, but allowing inclusion subsequently in site specific development on an equity basis
- A strong emphasis on an intensive masterplan and visioning exercise to engage the private sector
- Adoption of planning tools (Supplementary Planning Guidance) as the framework for delivery, supported by Compulsory Purchase Powers if necessary.



Nottingham Waterside Masterplan.

5.11 Alternatively, a development trust might be established with money endowed for longer-term management and maintenance, or a collaborative agreement could be established, as with the Birmingham Canals. At its simplest, a developer could be appointed by a landowner to promote a concept agreed with the local planning authority.

The Role of Partners

5.12 **Central Government:** The role of central government is to set policy that will be delivered through regional and local activity. Through *Waterways for Tomorrow*, the broad vision has been established. It will need to be developed further in regional and local policy to realise the full potential of the waterways.

5.13 **Local Authorities:** Local authorities are crucial to the delivery of regeneration, particularly in the case of waterways, where co-ordination and partnership are needed to achieve results. As the planning authority, they formulate relevant policies and promote regeneration, by preparing design guidelines and development briefs and deciding on planning applications. Additionally, where local authorities own land adjacent to waterways they can play an important development and management role. Their role, moreover, extends beyond the statutory planning process to include a range of activities.

- Using their influence to co-ordinate funding, for instance Section 106 contributions or lottery funding.
- Assisting the regeneration process with regeneration funds and land acquisition, possibly using CPO powers.
- Facilitating closer co-ordination with the key partners and interests (including both private and public sector organisations).
- Engaging the public and community in the project vision and its delivery.
- Entering into a formal Collaboration Agreement with the relevant navigation authority e.g. canal regeneration in Birmingham has now been further developed through such a formal agreement between Birmingham City Council and British Waterways.
- Developing partnerships as a vehicle for delivery (such as Nottingham Waterside Limited referred to above).

5.14 **Navigation Authorities:** *Waterways for Tomorrow* encourages navigation authorities to manage their waterways so as to improve and develop their contribution to the community. Their views on project visions for the waterways are an important input to the preparation of development plan policies. Corridor Studies should be commissioned to inform development plan policies and proposals, and waterspace strategies developed to inform development briefs, masterplans and design and development guidelines. In addition, the navigation authorities and wider waterway representatives have a central role to play in ensuring that development along the waterways is appropriate and sustainable. Their role can be proactive or reactive, depending whether they are acting as project champions or responding to development proposals.

5.15 British Waterways and the Environment Agency have both taken a proactive approach to waterside strategy and development, albeit in different ways. British Waterways' approach is focused (although not exclusively) on developing projects using its land holdings in order to create value and generate funding for wider waterways improvements. In nearly all cases this has involved partnership with others to promote development. British Waterways is also a leading partner on canal restoration and regeneration of privately owned waterways e.g. the Cotswold Canals.

5.16 Without significant land holdings of its own, the Environment Agency has looked for opportunities to increase commercial, leisure and tourism development. This approach has been used on the River Nene and underpins the Agency's Thames Ahead initiative. This project seeks to bring together all the players alongside the non-tidal Thames to plan, and invest in, an environmentally sustainable strategy for the river, to raise revenue, to improve infrastructure, to promote greater use, and to increase partnership activity. It is identifying a diverse range of potential courses of action for generating revenue along the Thames including increasing boat numbers, developing holiday lets and franchising local lock site services. Local authorities and sport, leisure and commercial interests are involved in this process.

5.17 Regional Development Agencies and other Economic Development Organisations: Regional Development Agencies (RDAs) and other economic development organisations have played, and will continue to play, an important role in regeneration along waterways. Currently the RDAs (in England) and the Welsh Development Agency (in Wales) are the main vehicles driving forward strategic regeneration and economic development. Within the current Regional Economic Strategies there is some recognition

of the value of the waterways²³, but many still do not recognise and pursue their potential to act as a catalyst for regeneration.

5.18 Whether the RDAs/WDA are incorporated as funding partners, strategic partners, project champions or facilitators, they, or their sub-regional partnerships should be involved in the regeneration process. If they are unable to commit programme funding, their strategic influence and presence could still help to involve key partners, lever-in funding and provide high-level support.

5.19 There is a range of other regeneration vehicles such as the Urban Regeneration Companies (URCs), Local Strategic Partnerships, economic development companies and local authority units whose approach and agendas are influenced by the regional framework. The URCs are the most recent vehicle established to deliver regeneration in specific areas. They are based on partnerships formed of the RDAs, local authorities and other partners and have a focused regeneration agenda. Whilst they do not bring additional funding, URCs are intended to act as a catalyst for highly focused programme funding from existing sources of project finance. Where waterways are included in URC boundaries (as is the case in Sheffield and Leicester) they will form an important project partner and potential source of funding.

5.20 Other Statutory Agencies: There is a host of statutory agencies that have a role to play in relation to the waterways. English Nature, English Heritage, the Countryside Agency, Sport England, and their Welsh equivalents, can all contribute to the sustainable regeneration of the waterways by ensuring, through support, advice and possibly funding, that regeneration does not erode the heritage and environmental qualities of the waterways themselves.

²³ A notable reference is made in the East Midlands Regional Economic Strategy (2000-2010):

"...act to enhance the region's environment by reclaiming land for amenity purposes, landscape and townscape improvements, focusing on high quality, also recognising the importance of the waterways to our cities' regeneration."

The East Midlands Development Agency has prepared Area Investment Strategies for all the cities and towns in its region, many identifying waterway corridors as important regeneration areas.

5.21 The Private Sector: It is Government policy to encourage the private sector to participate in regeneration partnerships. Indeed many public sector funding regimes require matching funding from other sources. One of the important roles for the private sector is the provision of project finance. This is usually achieved by bringing in the private sector as development partners on projects, such as Argent at Brindleyplace, and this will continue. British Waterways is now establishing a comprehensive public/private partnership to take forward development opportunities along its waterways.

5.22 Where there is a clear regeneration objective, especially in deprived urban areas, it may be necessary for the public sector to establish conditions which are conducive to private sector participation as a prior condition for involvement - e.g. environmental improvements, enhanced accessibility by public transport or the car, or improved security. A clear statement of a development vision and a strong planned approach will help to reduce potential risks to the private sector and create improved confidence and belief that a project will proceed.

5.23 On private sector initiated projects, the local planning authority should seek to ensure that the full use of the amenity and commercial value of the waterside is realised and accessibility is enhanced. There are examples where a waterway-related project is initiated mainly or solely by a private landowner or a landowner/developer. In these cases, the role of the landowner has been to provide all the functions which in other circumstances might be fulfilled by other partner agencies - ie project champion, formulation of design concept, liaison with local planning authority and prime source of project finance.

5.24 Community and Voluntary Sector: There is a high level of participation in waterway development by community and voluntary sector groups. The sector is involved as smaller navigation authorities, associated societies and organisations, as volunteer workers in restoring and conserving the waterways, and as wider

users of the waterways. With regeneration policy focused on achieving enhanced social inclusion within local communities, the involvement of local people is essential to ensure the long-term sustainability and continued care of the waterway. In comprehensive regeneration schemes this has manifested itself in the form of community panels and liaison groups, and in the promotion of community employment initiatives.

5.25 Waterway restoration projects, in particular, are characterised by voluntary agencies or individuals with ideas which may be ahead of their time, and the enthusiasm and commitment to progress a project through to completion. The restoration of the Huddersfield Narrow Canal is an outstanding example of the voluntary sector acting as project champion and succeeding in engaging other partners in a restoration process that lasted over 20 years.

PROJECT CHAMPION FROM THE VOLUNTARY SECTOR

Good Practice Example: Huddersfield Narrow Canal

The restoration of the Huddersfield Narrow Canal demonstrates the role of the voluntary sector in waterway restoration, and how partnership structures evolve to meet different stages of the project process. The Huddersfield Canal Society, a voluntary group, provided the impetus for the restoration of the canal to full navigation, raising funding and mobilising volunteers to carry out the restoration work. Subsequently other partners joined a specially constituted Joint Committee (British Waterways and the three local councils) to complete the project.

The key good practice lessons are:

- The effectiveness of a voluntary sector project champion with enthusiasm and persistence to drive the project and work well with other implementation partners to complete it

- An evolutionary approach to project management and funding, responding to achievements and new opportunities
- A remarkable example of major restoration engineering by British Waterways, particularly the re-opening of the Standedge Tunnel
- The effectiveness of restoration work in acting as a catalyst for wider regeneration.



Huddersfield Narrow Canal, Stalybridge.

Establishing The Planning Framework

5.26 As Chapter Four shows, the development plan system plays an important role in establishing the policy context within which both comprehensive programmes for waterway regeneration and individual projects will be appraised. A clear message is the need for partners and project champions to ensure that clear strategic policies in Regional Planning Guidance are formulated which support the regeneration of the waterways in a positive manner. Navigation authorities also need to ensure that their views are incorporated at

an early stage as they have responsibility for the waterways and understand the aspirations and needs of the waterspace. In essence, there needs to be a complementary partnership.

5.27 If this is done, the strategic policy context will then be translated into local plan policies and proposals. On their own, however, the formulation of appropriate development plan policies will not necessarily bring forward any particular waterway project. The planning system needs to incorporate additional, more proactive planning and design approaches such as:

- designation of Action Areas within development plans;
- preparation of Corridor Studies to inform development plans as well as sub-regional and local investment and regeneration strategies;
- preparation of Waterspace Strategies as Supplementary Planning Guidance; and
- preparation of site development briefs and masterplans.

5.28 Those responsible for the delivery of waterway projects need to incorporate their vision and specialist knowledge into the formulation of more detailed planning studies, as these mechanisms will create a positive environment for subsequent development proposals and ensure that planning applications reflect the vision for particular projects. This will assist local planning authorities in fulfilling their development control functions and enable planning applications to be considered more quickly.

5.29 The planning framework set out above will provide clearer guidance for deciding planning applications and will assist the planning system in delivering quicker decisions. The central message is that waterway projects need to maximise the benefits

of the planning process, and to do this they need to be incorporated into policy frameworks. Local authorities have the planning powers and it is their support which is critical. It is important, therefore, that as partners in waterways projects they are involved at an early stage.

Masterplan and Design Brief

5.30 Having established a vision and secured the policy support in the planning system for a waterways project, the next key step in achieving successful implementation is to prepare a masterplan. This can either be in response to a design brief or, as in examples such as Brindleyplace, in parallel with the formulation of a vision for the project.

5.31 It is not the intention of this report to produce a detailed checklist of design matters that need to be addressed in a prescriptive manner. Indeed good design cannot be achieved through a 'rule book', rather it is dependant upon a number of multi-faceted variables which relate to the waterway in question, including location, context (rural/urban), historic role, past/future use etc. Such factors tend to be unique to their individual situation and as such need exploring and analysing to help guide/shape the masterplanning process. Although detailed design guidance will vary according to an individual project or scheme, there are some key elements of good design practice which can be observed. The key elements drawn from the case studies are briefly summarised below.

Principal Land Uses

5.32 In planning for the regeneration of land adjoining a waterway, a critical decision to address at the outset is whether an established freight use is to be continued, since the retention of wharves and any associated development will play a key role in determining the mix of uses to be incorporated in the masterplan.

5.33 Modern industrial uses, unless they are served by water-based freight transport, tend to have different locational requirements than when the waterways were

primarily used for freight transport. Large-scale industrial-use zoning of waterfront areas is therefore no longer appropriate. However, the use (both actual and potential) of the waterway for freight transport should be considered and supported where appropriate.

5.34 Paragraph 4.21 sets out the planning guidance contained in *PPG 13 (Transport)* regarding the use of the waterways for the transport of freight. The four key issues identified will need to be addressed. If freight usage is to continue, the waterfront will need to be protected for wharfage and related storage and processing activities, thus tending to preclude easy public access.

5.35 On the other hand, if a waterway is not to be used for freight activities, or this use is to be limited, then it will be appropriate to consider a wide mix of uses provided that the development plan does not preclude or seek to restrict development to a limited range of activities. Because waterspace is an attractive feature, uses which attract people generally work well in development or regeneration projects. One of the largest and earliest waterfront regeneration projects - Albert Dock in Liverpool - demonstrates well the components of success: shopping, craft design and sales, leisure, cultural (Tate of the North), business use and residential. The common feature which binds this type of use mix together is a focus on the waterspace itself. This is the asset which visitors, residents and businesses appreciate and enjoy.

Using the Waterway to Inform the Masterplan and Design Brief

5.36 It is often highly desirable to plan for bringing water back into the project by opening up access and vistas and stepping development back from the waterfront itself, as long as this does not destroy the historic waterway character and fabric. A waterspace Strategy should be developed to establish the range of uses that any particular waterspace can support and the land-based implications of such uses. This approach provides the opportunity to look from the waterway

outwards, to consider development holistically and to maximise the added value of the waterspace. A clear lesson, highlighted by the approach in the Milton Keynes Basins (see Appendix 1) is to base the masterplan concept around the water asset so that its value can be maximised.

Access and Permeability

5.37 A parallel objective is to improve access and permeability, especially in urban environments, by allowing land or river footpaths to link adjacent spaces and activities, thus effectively achieving a larger area of waterfront space. Older waterfront development, particularly decaying industry or warehouses, can create barriers to movement. By removing redundant buildings and structures from the waterfront it is possible to open up new pedestrian links between key areas of activity. In addition, by developing completely new uses, activities and urban spaces that will generate new patterns of movement will be formed. Both Castlefield and Brindleyplace show how to establish good pedestrian circulation within a development and strong connections to places beyond.

5.38 Clearly, removing the barriers to easy public access and improving pedestrian routes through waterside development should not be pursued at the expense of the waterway character or heritage value. It is neither necessary nor desirable to remove all buildings or structures, especially those of historic or architectural merit in order to achieve permeability. What is required is the provision of accessible, direct and attractive pedestrian routes through development alongside the waterways that effectively link different areas of activity.

New Build and Restoration

5.39 Clearly each project will need to address the balance between new build, restoration and conservation of what already exists. It is important that new waterside developments respect the historic fabric,

and conserve, and if possible enhance, the waterway scene. Before a masterplan can be commenced it will be necessary to assess objectively the value of the historic components and their ability to contribute to a new 'waterway environment'. It is important to consider the role of historic buildings and their influence on land use and design. As well as appreciating their aesthetic and historic qualities, it is necessary to consider:

- how well they lend themselves/or can be adapted to a new use;
- local perceptions of/and attachments to the buildings;
- individuality of vernacular detail.

5.40 New developments which are imaginatively designed can take advantage of the waterways and their historic character to generate added value. As outlined in *Waterways for Tomorrow*, this is particularly important for housing. It is noted for example, that the historic urban waterways are particularly suitable for high density waterside residential development, both new, and created by the conversion of redundant existing buildings e.g. mills and warehouses. The ultimate success of such developments however is underpinned by the relationship of new to old and the techniques used for restoration.

Design as a Tool for Achieving Regeneration

5.41 The value of good design in regeneration is now accepted. It can assist in a number of ways:

- Fostering new perceptions: skilfully designed waterway schemes can change previously negative public perceptions of the waterway and its context. This can be a catalyst for further change boosting social and economic activity and attracting inward investment.

- Providing new functions: many run-down areas around waterways suffer because changing local economic structures have removed the original land use justification. A clear appraisal of current demands linked to good design can make good those defects in a way that is lasting and effective.
- Reuse of existing resources: sensitive design will realise the latent potential of existing site resources, with significant gains in sustainability and local distinctiveness.
- Safety and security: desolate or abandoned areas of land adjacent to waterways are often synonymous with those that are unsafe, or at least perceived to be so. Designs based on a good understanding of issues such as defensible space, territory and ownership can reverse this spiral of decline and produce well peopled spaces that are self policing.
- The design process: public involvement whether through consultation or more interactive methods like 'Planning for Real' can be an effective means of gaining public support which is vital for schemes to succeed. The act of participation is important too in increasing social cohesion and inclusion - by enhancing a community's self belief.

5.42 Critically, a well prepared masterplan or design brief can be an essential mechanism for attracting private investment into a waterways project and thereby assisting the design and regeneration process. The Nottingham Waterside and Milton Keynes Canal Basins projects both used a masterplan to engage the private sector and promote subsequent development in situations that had not been progressing previously. These master plans were successful because they addressed urban design issues at the same time as embracing the commercial requirements of developers. Further examples illustrating the role that good urban design can play in increasing the economic, social

and environmental value of developments are provided in the DETR/CABE publication *The Value of Urban Design* (February 2001).

Funding Waterway Projects

5.43 Funding is perhaps the most challenging issue facing many regeneration projects. The amount of finance available within the public sector is limited and the number of projects looking for funding is expanding all the time. However, the apparent shortage of capital from public sources should not be seen as a barrier to waterway projects, nor dilute the vision underpinning regeneration projects. The need for project funding is simply a challenge to be addressed in any development or regeneration scheme and is an integral part of the delivery approach.

5.44 There are many sources of capital, both public and private, for waterways regeneration.

Public Sector Funding

5.45 The key to securing funding in general is to demonstrate the strategic importance of a project and the level of benefits that will be created. With public sector funding, the business case needs to be justified against set criteria for economic, social and environmental gain. In most areas the source of public sector regeneration funding is the Regional Development Agency, which delivers central government regeneration budgets. The basis upon which funding is available is set out by the Regional Economic Strategy and the implementation of sub-regional priorities.

5.46 Local authorities have regeneration and economic development budgets but these are usually heavily constrained. Funding from public sources is generally used as a key to unlock investment from the private sector. This can be done in a number of ways such as securing the conditions for investment, providing grant support to the private sector, pump-priming investment or site assembly and preparation works.

5.47 Depending on the nature of the project there is a range of other funding sources available. These include English Partnerships - the national regeneration body, lottery funds, European monies (Structural and Community Initiatives), and programmes run through other agencies such as the Countryside Agency or English Heritage. All funding programmes will be looking for key project attributes including a strategic vision and framework, sound financial planning, ability to deliver, and partnership backing.

5.48 It is essential that projects be supported by a business plan/project strategy that incorporates these factors. Funding is available to help produce business plans that can be used to attract partners and lever in finance. Using the business plan approach, funding for discrete project components can go forward individually for different programmes or different phases of the project e.g. clearance of contamination to enhance site values. It should not be assumed that all funding must be in place from the outset. It is often an evolutionary process that develops as the project progresses and new sources of finance open up. The key is to have a strong masterplanning framework informed by a Water space Strategy within which to encourage and direct change.

Private Sector Funding

5.49 The two principal ways in which the private sector can contribute towards capital financing of waterways projects are first, through involvement as developers or development partners and second, by means of Section 106 contributions tied to developments which are linked to the waterways.

5.50 Landowners and developers have played a key role in delivering many high profile waterway projects including the Birmingham Canals, Castlefield, Milton Keynes Canal Basins and Nottingham Waterside case study projects in this Guide. There are numerous other projects that have

been equally successful. British Waterways' new partnership with the private sector will further promote waterside project development.

5.51 The private sector will only be attracted as a development partner where there is the prospect of a clear financial return, either in the form of an uplift in capital values or an identifiable, secure long term income stream. It is unrealistic to expect developer involvement where a project does not incorporate commercially remunerative uses and/or the scale of development risks outweighs the potential returns. The involvement of the private sector as development partners and as a conduit for project capital, therefore, must be based on three basic principles. First, the mix of uses in any given development/regeneration scheme must incorporate activities which are commercially remunerative. Second, the developer partner should be able to substantiate the need for and plan for a reasonable number of uses that produce a commercial return. Third, the developer partner must be able to promote the overall development concept within a planned programme on terms reflecting the aspirations of **all** partners to the project vision.

5.52 Private sector project development funds are not the only source of private capital, although they are the main source. As previously indicated, the use of Section 106 Agreements can play a subsidiary role in project delivery or longer-term sustainability of waterway improvements. Investing this source of funding in waterway improvement requires the support and partnership of local planning authorities for whom there will be other demands for Section 106 contributions. The justification for Section 106 Agreements which direct money to the waterways must be based on the criteria set out in *Circular 1/97*.

5.53 The catalytic effect of waterways on regeneration and the economic and social benefits which this brings is an additional justification for the use of Section 106 contributions to assist with the improvement of the waterway and its environment.

5.54 The evidence of some of the case studies points to the benefits of a comprehensive approach to the planning of waterway regeneration projects so as to maximise the potential increase in development values, thereby increasing the prospect of Section 106 contribution receipts. This additional contribution from developers can provide the scope for investment in restoration and improvement works to the waterway and its environment as well as the original investment. The level of potential additional investment will vary according to project specification and conditions, but precedents exist in projects such as the Marina and Pennyland Basin in Milton Keynes where new canal basins were provided at no net additional cost to the projects.

WATERWAYS AND DEVELOPMENT-LED PROJECT FUNDING

Good Practice Example: Milton Keynes Canal Basins

In the mid 1980s Milton Keynes Development Corporation (MKDC) saw the potential of waterway-related projects in the development of the new town. In response to a design competition developers were selected to construct boating facilities and housing at Pennyland Canal Basin and Milton Keynes Marina, adjacent to the Grand Union Canal. A high quality of design has been achieved together with significant complementary infrastructure works. The development has achieved higher than normal sale prices for housing reflecting the premium attached to a good waterside location.

The good practice lessons are:

- Appreciation of the development potential and environmental benefits to be gained from waterside regeneration
- Use of a design competition to enthuse the private sector and elicit attractive proposals

- The ability of well-considered development to realise considerable value whilst achieving a high quality design approach to the public realm and providing resources for associated infrastructure works.



Milton Keynes Marina.

Monitoring and Change

5.55 Construction of the main components of a development project is not necessarily the final step in delivering a successful programme of regeneration, particularly where the nature of the regeneration project relates to a corridor of improvements, or linked sites, rather than a single individual site. Some of the case studies in this Guide have been implemented over a long timescale. This is particularly the case with large-scale waterway restoration projects such as the Huddersfield Narrow and Montgomery Canals but even major single site projects such as Brindleyplace have taken well over a decade to develop.

5.56 It is essential, therefore, to build in monitoring criteria and a system for project evaluation over time so that the later stages of a wide ranging restoration scheme can be adapted to meet changing requirements over time. Since the Montgomery Canal restoration started in the late 1960s there have been changes in legislation, canal restoration techniques and project

aspirations which have required adaptation to the process of implementation. Similarly with the Kennet & Avon Canal restoration, the use of site Management Plans has enabled conservation interests to be reflected in the delivery process and has allowed changing priorities to be addressed by all partners in a transparent manner. Revisions introduced in project design and execution have led to improvements to the original concept.

Conclusion

5.57 This chapter sets out guidance on a number of issues related to the delivery of waterway projects. This guidance, drawn from recent experience, cannot however cover every eventuality. Each project is unique and delivery partnerships will need to tailor their approach to the particular local circumstances of a specific project. Three clear lessons do bear repetition, however, as they have general applicability.

- A successful waterways project requires a clear vision and a supportive planning context.
- Successful implementation requires a determined and persistent 'leader'.
- An attractive and successful project must be capable of adapting flexibly over time to changing circumstances.

APPENDIX 1

CASE STUDIES

CASE STUDY: BARTON BROAD CLEAR WATER 2000, NORFOLK

Contact	Diana Shipp, Chief Information and Tourism Officer
Organisation	Broads Authority
Address	18 Colegate, Norwich, NR3 1BQ
Tel	01603 610734
Email	broads@broads-authority.gov.uk
Web	http://www.broads-authority.gov.uk
Partners	Broads Authority, Millennium Commission, Anglian Water, Environment Agency, UK Cleaning Products Industry Association, Norfolk Environmental Waste Services, East of England Development Agency, DEFRA, Countryside Agency, English Nature, Norfolk Wildlife Trust.

The Project	<p>Background: There is wide recognition of the environmental importance of the Broad (covering 60ha. it is the second largest in the Norfolk & Suffolk Broads). It is an established heritage and conservation asset forming part of the Ant Broads and Marshes SSSI. It is also a National Nature Reserve, a Ramsar site, a Special Protection Area (under the EC Directive on the Conservation of Wild Birds), and a Special Area of Conservation (under the EC Habitats Directive).</p> <p>Objectives: The overall aim is to restore the biodiversity of the Broad, with the following objectives</p> <ul style="list-style-type: none"> • Restore water quality and depth by dredging the entire Broad to benefit conservation and navigation; • Reinststate plant life in significant areas of the Broad; • Restore Pleasure Island to a reed bed; • Provide appropriate access and interpretative facilities for visitors; • Provide economic and recreational benefits to the local community. <p>Description: The water quality and ecological components of the project have been carried out at an overall cost of some £2.9 million since 1995. A key aspect of the project has been to attain these environmental objectives whilst also improving public access to Barton Broad, without detriment to its ecology and environment. Prior to the project, access by boat was possible, but access on foot was impossible. Furthermore, Neatishead and Barton Turf villages had no visual access to the Broad (except through narrow channels leading to the villages). The Broads</p>
--------------------	--

Authority opened a walkway through the fen and carr woodland surrounding the Broad (Heron's Carr), providing better recreational and interpretation facilities for those using the Broad, and improved water-borne access on environmentally friendly craft. Low-key access opportunities are also provided on the newly recreated Pleasure Island.

Good Practice Lessons

- Successful restoration of habitats and the ecology of a sensitive area;
- Implementation of an effective management regime for the environment and use of the waterway;
- Successful balancing of potentially conflicting visitor and ecological demands through the provision of visitor interpretation and education facilities;
- Attainment of wider regeneration activity through improved accessibility and leisure opportunities.

CASE STUDY: ENCIRCLING CANAL, UTRECHT

Contact Christa Hulshof, Project Assistant

Organisation Gemeente Utrecht

Address Dienst Stadsbeheer Postbus 8375, 3503 RJ Utrecht

Tel 030 286 3664

Email c.hulshof@utrecht.nl

Web <http://www.utrecht.nl>

Partners Municipality of Utrecht, Province of Utrecht, local Utrecht companies (such as manufacturers and water company) and INTERREG IIc.

The Project **Background:** The canals around the historic core of Utrecht provide a link in the waterways connecting Amsterdam to the Rhine. Historically they were used as defences for the City, and as arteries for trade. With the decline in commercial use the canal system fell into decay. As road traffic expanded in the 1960s, part of the Encircling Canal was filled-in to make way for the construction of a road, six lanes wide in places.

In the early 1990s a group of residents, wishing to restore the canal for environmental reasons and for use as an alternative transport route, approached the Municipality for support. A feasibility study by the Municipality recognised the importance of the Canal as an environmental, historical and amenity asset which could be used to reduce car traffic in the centre of Utrecht.

Objectives:

- Re-open the closed section of the Encircling Canal, and remove the six-lane highway built over it;
- Promote the canal as a historic asset;
- Create extensive environmental enhancements to adjacent areas of the City centre;
- Provide 'green' routes through the city and connecting the City to other areas;
- Expand the ecological infrastructure for nature in the City centre;
- Create tourism and economic benefits through better facilities, increased activity and improved prestige for the City;
- Improve quality of life through more sustainable transport measures.

Description: Work began in 1998. A bridge over the Canal has been built, and the Canal on one side has been reopened. Work has started on the other section of the Canal being restored and it will reopen in summer 2002. In parallel with this, the Municipality is exploring the creation and management of a sustainable ecological corridor that will enhance the environmental quality of the City. Funding, a total of 110 million Dutch Guilders for the entire project, has been secured within Utrecht and from European sources such as INTERREG. The latter has assisted with a range of water based projects in several European countries, including projects in Ghent, Belgium, and Devon, UK. There is no financial relationship between the different projects, but there are regular exchanges of information on experience and best practice in, for example, reconciling the use of waterways for leisure and recreation, and promoting and preserving environmental aspects of them.

Good Practice Lessons

- Recognition of the potential heritage and historic value of a canal network to a city centre;
- Re-opening of an infilled canal, reinstating full navigation around the city core;
- Integrated approach to restoration incorporating comprehensive environmental, ecological and economic improvements with ambitious civil engineering.

CASE STUDY: MONTGOMERY CANAL

Contact Julie Sharman, Border Counties Waterway Manager

Organisation British Waterways

Address Wharfside Tower, Wharf, Chester, CH1 4EZ

Web <http://www.britishwaterways.co.uk>

Partners The restoration of the Montgomery Canal is being led by the Montgomery Canal Restoration Partnership which was formed in 1999. Key partners include: Montgomery Waterway Restoration Trust, Powys County Council, Shropshire County Council, Oswestry Borough Council, Shropshire Wildlife Trust, Montgomeryshire Wildlife Trust, Shropshire Union Canal Society and British Waterways. The Partnership also works closely with English Nature and the Countryside Council for Wales who are the statutory conservation bodies for the Canal.

The Project **Background:** The Montgomery Canal is a remote rural canal running from Lower Frankton (at its junction with the Llangollen Canal), to Newtown in Powys. A breach in the Canal in 1936 led to its closure and formal abandonment in 1944. Restoration of the Canal began in Welshpool in 1969 when it came under threat from a by-pass proposal. In 1987 an Act of Parliament was passed providing powers for British Waterways to undertake restoration work. The Act provided for the creation of nature reserves as part of the restoration.

Objectives: (of the Montgomery Canal Restoration Partnership, established 1999)

- To restore the Montgomery Canal as a flagship model of sustainable canal restoration for navigation and with a strategic focus on rural regeneration;
- To protect the Canal's unique environment and heritage through research, management and excellence in design;
- To increase access for all through interpretation and to promote tourism and educational uses.

Description: The Partnership seeks through joint working to ensure that the Canal is a *'flagship of sustainable restoration,'* meeting the needs of all parties for access to the canal, and conservation of the unique waterway ecology. Restoration work has been proceeding for over 30 years. As a result, over half the 56 kilometre (35 mile) Canal is now navigable, including 21 kilometres (13 miles) in Wales and six and a half kilometres (four miles) in England. Further restoration progress continues to be made, although not at a comparable rate to other projects that have secured large grants, such as Millennium or Heritage Lottery Funding. It is thought that rural remoteness and limited large grant aid has hindered progress.

Good Practice Lessons

- Integrated approach - The Partnership has taken a holistic approach to restoration work - balancing both the need to protect and enhance the wildlife interest of the Canal whilst opening up it up for navigation. Both wildlife and boating interest groups have been actively involved in discussions about restoration work with the Partnership;
- Innovative restoration techniques - Pioneering channel designs and construction techniques by British Waterways and others have been used for rebuilding parts of the waterway. A bid has been submitted for European LIFE funding to research innovative new means of managing waterways for nature conservation gain. A comprehensive ecological monitoring plan, and a full-time ecologist are now in place;
- Flexibility to adapt - the ability of the Partnership to adapt to changing political, technological and ideological approaches has been a key area of success to date. Since the restoration of the canal started in the late 1960's, there have been various developments in terms of changes in legislation, and significant technological progress in canal restoration techniques. These have all required the Partnership and its members to take a flexible approach to new ideas and ways of achieving their aims and objectives;
- Maintaining the momentum - The commitment and determination of the partners and volunteers to maintain the momentum and vision of restoring the Canal in the face of funding difficulties has been exemplary;
- Preparation of a Management Plan by the Restoration Partnership - this will set out strategic policies to guide the overall restoration process, as well as identifying specific project actions and a detailed programme for restoration.

CASE STUDY: BIRMINGHAM

Contact	David Ward, Principal Planning Officer
Organisation	Birmingham City Council
Address	Birmingham City Council, PO Box 28, Alpha Tower, Suffolk Street, Queensway, Birmingham. B1 1TU.
Tel	0121 303 3135
Email	david.ward@birmingham.gov.uk
Partners	British Waterways, Birmingham City Council, Groundwork Birmingham as Birmingham Canals Partnership.
The Project	<p>Background: This case study covers the strategic approach to canal restoration in Birmingham. Within the overall strategy there are numerous separate projects, including Brindleyplace. The canal network (51 kilometres - 32 miles) covers most of the City and played a vital role in its physical and economic development. By the 1970s many canals were underused and in disrepair. The mid-1980s saw a strong commitment within Birmingham City Council to improve accessibility to the canal network and to develop the network to support city-wide regeneration.</p> <p>Objectives: Each individual project in Birmingham has had its own objectives within the overarching aim of regenerating the City.</p> <p>Description: The regeneration process was kick-started in 1983 by the Birmingham Inner City Partnership (Birmingham City Council, the former West Midlands County Council and British Waterways) which drew up a programme of physical improvements that have continued to this day. They have embraced heritage and conservation initiatives, improved pedestrian accessibility, canal-related economic activity, increased tourism, signage and interpretation, recreation and nature conservation. Corridor Studies were also completed by British Waterways, guiding canal improvement, and setting the context for development.</p> <p>Until the mid-1990s regeneration efforts were focused in particular on the City Centre and certain inner city areas. This changed with the 1993 adopted UDP that set out a strategic vision and policies, an approach being followed in the current review of this document. SPGs have been drawn up and adopted, underpinning the strategic approach set out in the UDP. SPGs are more prescriptive, area based (where canals run through designated areas) or focus on specific topics. Masterplans have also been used to bring forward development, for example Brindleyplace in the City Centre. A Collaborative Agreement between British Waterways and Birmingham City Council in 2000 provides a further comprehensive 10 year strategic framework to guide development including social, environmental and economic objectives. Target areas for regeneration are identified. Regeneration is both plan-led and developer-led.</p>

Good Practice Lessons

- A strong partnership between Birmingham City Council and British Waterways, resulting in the first collaborative agreement between a local authority and British Waterways;
- Regeneration commenced through infrastructure and environmental improvements, building confidence and setting the context for subsequent redevelopment and change;
- A flexible strategy: the UDP sets out the broader strategic vision, and the SPGs set out the detail. SPGs can respond to change as they have a shorter adoption period than the UDP, and they cover a shorter timeframe in more detail. This also helps to provide confidence and an integrated approach;
- A flexible masterplan: Brindleyplace Masterplan was approved at the outline planning stage and provided no constraints on the phases of development, except the canal frontage opposite the International Convention Centre which had to be built first. Co-ordination achieved through major changes to the Masterplan;
- Joint working: In Bourneville, for example, the canal is next to the railway station. The key players worked together with Cadburys to create new access linking the canal, station and surrounding roads, thereby achieving goals of sustainable transport, and tourism.

CASE STUDY: MARKET HARBOROUGH CANAL BASIN

Contact	John Ruddick, Principal Surveyor
Organisation	British Waterways
Address	Fearns Wharf, Neptune Street, Leeds. LS9 8PB
Tel	0113 281 6835
Email	john.ruddick@britishwaterways.co.uk
Web	http://www.bigfern.demon.co.uk/canalbasin.htm
Partners	British Waterways, Harborough District Council, The Bowden Charity, local community.
The Project	<p>Background: Market Harborough Canal Basin is located 0.8 kilometres (half a mile) to the north of Market Harborough town centre. It is the terminus of a eight kilometre (five mile) long branch of the Grand Union Canal.</p> <p>The project: The project began in 1996 with a masterplan drawn up jointly by British Waterways and Harborough District Council, and supported by public consultation. The plan was to create a mixed-use development building on the potential of the basin as a tourist attraction site and to use new mooring facilities and a restaurant as the catalyst for regeneration extending as far as Foxton Locks. The project cost, £4 million, was largely funded by BW but £150,000 was donated by a local charity, making the project viable, and ensuring that the site was opened up for community uses. The funding for the residential element came from Frisby Homes.</p> <p>Objectives:</p> <ul style="list-style-type: none"> • Restoration and enlargement of the disused basin, and the creation of an additional 20 moorings; • Restoration and conversion of adjacent buildings for a range of uses: <ul style="list-style-type: none"> - rebuilding of an old stable block and fitting out as office space [2 units], retail / reception unit, and a dentist; - restoration of an old pub and a 12-room hotel (The Union Wharf Hotel); - erection of 17 residential units on the south side of the basin;

- restoration and conversion of Knoll House, a Victorian villa, into two office units;
- restoration of the listed terminal buildings for use as a restaurant and two office units;
- restoration of an L-shaped historic building, possibly for residential use, is currently under consideration.

Description: Infrastructure improvements and the boat moorings were completed in 1996 and the office units in the old stable block in 1998. At least 20 narrow boats are now moored in the basin, and are rented out for timeshare holidays by a company which also has a small retail element in its offices. This has considerably increased the activity in the area. The residential development is ongoing, and the dwellings that have been completed have not only sold well, but have increased in value. A second area of housing is being planned on land adjacent to the first residential area. The refurbishment of the listed warehouse has been completed and it is hoped that the restaurant on the ground floor will increase the interest in the area as a tourist destination. The footpath link to Foxton Locks has been improved and upgraded, and both British Waterways and the local authority promote the Market Harborough Canal Basin as a tourist attraction.

Good Practice Lessons

- Creation of a sustainable waterside development focused on the construction of a mooring basin in an old canal basin, attracting visitors and generating economic benefits for a medium-scale market town;
- Good use of the water frontage, waterspace and restored canal-side buildings;
- An inclusive approach to the preparation of a masterplan which involved extensive partner and community contributions;
- A determined and sustained approach from the project champion (British Waterways), turning a loss-making asset into one that is self-sustaining.

CASE STUDY: CASTLEFIELD, MANCHESTER

Contact	Graham Sandham
Organisation	Castlefield Management Company
Address	Castlefield Centre, 101 Liverpool Road, Castlefield, Manchester. M3 4JN
Tel	0161 834 4026
Partners	Most development was undertaken by landowners with assistance from the Central Manchester Development Corporation (CMDC). The main landowners and developers were Manchester Ship Canal Company (MSCC) and Castlefield Estates (both from the private sector), and Manchester City Council. No formal partnership existed.
The Project	<p>Background: Castlefield is a 20-hectare area to the south of Deansgate, in the centre of Manchester, where the Bridgewater Canal joins the River Medlock and Rochdale Canal. With the decline of industry in the 1950s, it became a backwater of derelict industry and the canal arms and basins were filled in.</p> <p>Objectives:</p> <ul style="list-style-type: none"> • To secure the physical, environmental, economic and social regeneration of the area; • To create an area of mixed use commercial, residential, leisure and tourism activities, which would contribute to the wider Manchester economy; • To link tourist activities in Castlefield with surrounding visitor attractions; • To conserve and use the industrial heritage of the area, particularly the Canals; • To increase and improve access to the Bridgewater Canal. <p>Description: The project began in 1988 with the creation of the CMDC. Its vision was to improve the physical, environmental, economic and social fortunes of Castlefield by using public money and development strategies to influence development. At the same time, the MSCC (the navigation authority for the Bridgewater Canal), proposed the conversion of one of the listed warehouses, Middle Warehouse (now called Castle Quay). Further development by other private sector investors took place throughout the 1990s.</p> <p>A wide range of developments and improvements have been completed to date. Canal basins and arms have been reinstated; commercial, residential and leisure developments have been built with attention given to the historic buildings and canal; open space has been created, with public amenities such as lighting, street furniture; eight new bridges installed and an outdoor events arena constructed in the form of a canal side amphitheatre that hosts national and local events.</p>

A prominent feature of the area is the numerous bars and restaurants overlooking the canal. Permeability and safety have been created by linking sites through building bridges, improving towpath trails, improving canal routes leading into Castlefield and building a main gateway onto the Canal which draws people in from the surrounding areas. Success has prompted the formation of a management company to maintain the canal-side areas and provide information to the estimated 2 million visitors a year to a once derelict and degraded area.

The estimated spend in Castlefield by 1999, including some land along the Rochdale Canal and Liverpool Road, was £120 million (£30 million public sector; £90 million private sector). The public sector funding leverage achieved was therefore at a ratio of 1:3. The landscaping and restoration of the canals, including new towpaths, street furniture, lighting, trees and plants and an award winning swing bridge to improve pedestrian access, cost over £6 million, with two-thirds being paid for by the private sector.

Good Practice Lessons

- Using the waterway and industrial heritage of the area to create a unique sense of place;
- Improving the permeability of the area by linking sites with pedestrian routes;
- Using and enhancing the waterway to provide openness and ambience;
- Creating social diversity, with facilities to attract both local people and visitors;
- Developing the identity of the area at the heart of the City's tourism and leisure attractions through co-ordination of Castlefield with CMDC's work in other areas of central Manchester.

CASE STUDY: LONDON WATERWAYS AND RPG3b

Contact	Jane Carlsen, Principal Strategist/Planner Kevin Reid, Thames and Waterways Strategist
Organisation	Greater London Authority
Address	Romney House, 43 Marsham Street, London. SW1P 3PY
Tel	020 7983 4000
Email	jane.carlsen@london.gov.uk kevin.reid@london.gov.uk
Web	http://www.london.gov.uk
Partners	The partners comprise the full range of organisations involved in the formulation of the new Spatial Development Strategy for London and include all the London Boroughs with waterways within their boundaries. Other key partners include: the Environment Agency Thames Region, Port of London Authority, English Heritage, the London Rivers Association and numerous local user groups.
The Project	<p>Background: With the advent of the Mayor of London and the Greater London Authority, regional planning in London is being reviewed. The Mayor is aiming to publish the <i>Draft London Plan (Spatial Development Strategy)</i> in 2002. Central Government published <i>RPG3b/9b (Regional Planning Guidance for the River Thames)</i> in 1997. Within London (ie RPG3b) there is a requirement for riparian local authorities to designate a Thames Policy Area where more specific design and environmental policies apply. The emerging <i>London Plan</i> will replace RPG3b for Greater London. It is the Mayor's intention in doing this that strategic policy will apply to the entire London waterway network rather than just the River Thames.</p> <p>Objectives: The objectives enshrined in the review of RPG3b may be summarised as follows:</p> <ul style="list-style-type: none"> • To recognise the multi-faceted contribution of the waterways to the fabric of London (i.e. environmental, social and economic); • To establish a clear vision for the waterways which is fully integrated with other policy objectives; • To formulate policy in partnership with all key interested organisations, and to secure high level support for the outcomes. <p>Description: The first stage in the review of RPG3b was to convene ten focus groups each charged with investigating a particular aspect of the waterways, including built environment, natural environment, safety, leisure and recreation, passenger transport and freight transport. The groups, which encompassed a wide range of waterways-related interests in London, met during the early part of 2001, culminating in a workshop entitled 'A New Designation for the</p>

Thames and London's Waterways'. The workshop resulted in the concept of a Blue Ribbon Zone. In May 2001, the Mayor published his initial proposals for the Spatial Development Strategy (*Towards the London Plan*). This states that a holistic approach is required for policies for the Thames and London's other navigable waterways and docks through defining them as a Blue Ribbon Zone. The Zone embodies three policy directions: enhancing the use of the river and canals by increasing public access and safety, and encouraging the use of London's waterways for leisure and transportation; ensuring that any new development contributes to the character of the river and canal-side and achieves a high quality of urban design, especially improving public access to the riverside; and reviewing the protection given to boatyards and application of the safeguarding process for wharves.

The GLA facilitated wide-ranging consultation on the emerging *Draft London Plan*. What emerged from the consultation process was that there is a wide range of views and a degree of conflict about the future of London's waterways, and the priorities for policy and action. In response, it has been decided to prepare a set of high level 'principles' to underpin planning for London's Waterways. The aim is to gain the broadest range of support amongst all stakeholders. The principles will then be backed up by more detailed policies and actions to be included in the *Final London Plan*.

Good Practice Lessons

- Involve a wide range of organisations at different levels;
- Engage with different types of group in different ways;
- Recognise that conflict between different interests may exist and seek to work with the main interests in a positive way.

CASE STUDY: SCOTTISH LOWLAND CANALS - THE MILLENNIUM LINK

Contact	Eddie Coogans, Partnership Manager
Organisation	British Waterways
Address	1 Applecross Street, Glasgow G4 9SP
Tel	0141 332 6936
Email	Eddie.Coogans@britishwaterways.co.uk
Partners	The Millennium Commission, Scottish Enterprise, British Waterways, European Union, Local Authorities, Canal Societies, various national agencies.
The Project	<p>Project name: The Millennium Link</p> <p>Background: British Waterways’ Forth & Clyde and Union Canals in central Scotland were closed in the early 1960s. British Waterways had a long-held ambition to restore and reconnect these waterways and short sections were re-opened in the 1970s and 1980s.</p> <p>Objectives: To re-open the Forth & Clyde and Union Canals to navigation; to re-connect them by the world’s first rotating boatlift, the Falkirk Wheel so creating a 110 kilometres sea-to-sea and city-to-city waterway link; and to create a catalyst for economic, social and environmental regeneration along the whole waterway corridor.</p> <p>Description: Funding applications for the £78.4m project started in 1994, and the design process in 1997. The Millennium Commission, Scottish Enterprise, British Waterways, European Regional Development Fund and local authorities contributed funds, and there was limited private sector funding. Construction began in February 1999, and completion is expected by December 2001. The project has been both development and plan-led, with support from development plans and local authorities. The project provides a new national leisure and recreation facility in central Scotland, offering water, access between the North Sea and the Atlantic and between Edinburgh and Glasgow, as well as an international tourist attraction at the Falkirk Wheel. Over time, there will be other long-term benefits in terms of economic and social regeneration. Scottish Enterprise funds were made available on the expectation that 4000 regeneration jobs would be created. It is too early to conclude if the project will achieve targeted economic outputs and aims, but development projects are already in hand in Edinburgh and Glasgow. Social benefits such as civic pride, vitality of place, inclusiveness, safety and new facilities and amenities are also evident and there have been clear environmental benefits.</p>

Good Practice Lessons

- A Canal Corridor Development Framework provided the strategic context for subsequent development plans;
- Monitoring project-led regeneration: whilst the project is at an operational phase a means of monitoring the regenerative effects of The Millennium Link is being established with local authorities, Scottish Enterprise Network and European Partnership;
- Role of development plans: site specific development opportunities and policies are included in the Structure Plan;
- Leisure, recreation and tourism: comprehensive consultation and feedback, encouragement of user involvement, and clear signposting have all been used to improve the tourist product;
- Environment and conservation: measures such as appraisal and survey prior to starting work, creation of new habitats through canal extensions, employment of an ecological clerk of works by building contractors, and allocating a British Waterways staff member for environmental issues have been implemented;
- Heritage and landscape: both canals and all the associated structures are scheduled as ancient monuments and are of national significance. Contractors appointed for repair and restoration have been subjected to a lengthy selection process, skills based training, and a trial period prior to contract award, and have used traditional skills and materials. The contract has then been developed into a partnership agreement;
- Social inclusion - a Partnership Team has been established to communicate with project partners and communities.

CASE STUDY: KENNET & AVON CANAL

Contact	John Laverick, Project Manager - Kennet and Avon Canal Partnership Project	Claire Roberts, Sustainable Development Manager, (Project Manager Kennet & Avon Conservation Plan)
Organisation	British Waterways	British Waterways
Address	The Locks, Bath Road, Devizes, Wiltshire, SN10 1HB	The Locks, Hillmorton, Rugby, CV21 4PP
Tel	01380722859	01788 570625
Email		Claire.Roberts@britishwaterways.co.uk
Web	http://www.katrust.demon.co.uk	
Partners	The Kennet & Avon Canal Partnership (formed 1994) to secure funding to safeguard the future of the waterway. The key partners include: British Waterways, the Kennet and Avon Canal Trust, Association of Canal Enterprises and riparian local authorities (including Bath & North East Somerset Council, Bristol City Council, Kennet District Council, Reading Borough Council, West Berkshire Council, West Wiltshire District Council, Wiltshire County Council).	
The Project	<p>Background: The Kennet & Avon Canal was built between 1794-1810 to provide an East-West waterway route across southern England. Like many other canals it fell into dereliction with the coming of the railways. Restoration supported by British Waterways and spearheaded by the Kennet & Avon Canal Trust started in 1964. The 140 kilometre (87 mile) Canal was opened to navigation in August 1990 but work was still needed to complete the Canal's full restoration and to secure its future.</p> <p>Objectives:</p> <ul style="list-style-type: none"> • To secure the structure of the Canal in good working condition; • To raise the level of economic activity on the waterway to the point of financial sustainability; • To provide interpretation of the Canal's history and environment; • To sustain harmony between environmental, heritage and leisure uses. • To achieve high levels of public accessibility for all (including the less able bodied) to the Canal heritage and environment. 	

Description: The Kennet & Avon Partnership was established, with the vision “*to secure the structure, operation and environment of the 87 mile working waterway heritage of the Kennet & Avon Canal to make it operational, sustainable and accessible for the enjoyment of future generations*”. The project has been made possible by a funding package of £29.24 million with £25 million from the Heritage Lottery Fund. It is expected that visits to the Canal will increase by between 17%-30% and that boating demand will rise by 50%. The current economic benefits of the restored canal are estimated at £10 million per annum, supporting some 750 jobs. The work includes major civil engineering works such as aqueduct repairs and back pumping schemes on flights of locks, dredging, and improvement works such as lock refurbishment and improving accessibility for all. Most have been successfully completed and the Engineering Council has awarded the project the Environment Award for Engineering - Engineering in the Natural Environment 2001.

Good Practice Lessons

- Effective partnership approach: the close involvement of all the riparian local authorities has been critical for the provision of funding and promoting the Conservation Plan policies;
- Preparation of a strategic Conservation Plan by British Waterways ensures that the five year programme of restoration works is in line with agreed conservation policies and objectives. The plan establishes a policy framework for the future review of local plans and determination of planning applications by the six riparian local authorities, ensuring consistency along the corridor. It also provides a strategic Management Plan for the future conservation of the Canal and its environs;
- Development of site Management Plans: conservation interests are integrated into the project design and implementation process. British Waterways enabled the project team (including engineers, ecologists, landscape architects, operation and business staff) to set out their objectives and priorities for a site in a transparent manner. This led to open discussion of ideas, revisions and improvements and facilitated input from the Partnership. Heritage Lottery Fund appointed members (English Heritage, the Countryside Agency and English Nature) for public consultation on detailed proposals;
- Sustainability monitoring programme: a comprehensive monitoring framework has been developed by British Waterways for long-term management of the Canal which enables the environmental impact of both new works and visitor numbers to be monitored.

CASE STUDY: NOTTINGHAM WATERSIDE LIMITED

Contact	Mike Finkill, Regeneration Manager
Organisation	British Waterways
Address	Fearns Wharf, Neptune Street, Leeds. LS9 8PB
Tel	0113 281 6832
Email	mfinkill@britishwaterways.co.uk
Web	http://www.nottingham-waterside.co.uk
Partners	East Midlands Development Agency, Nottingham City Council, British Waterways, Private Sector.
The Project	<p>Background: Nottingham Waterside Limited (NWL) was formed in early 2000 as a joint venture company between Nottingham Regeneration Ltd (a non-profit company whose members are drawn from the City Council, East Midlands Development Agency and the private sector) and British Waterways. The aim of NWL is to achieve the comprehensive regeneration of a defined 100ha area of the riverside in Nottingham. NWL is a public/public partnership, specifically excluding the landowners and developer sector, and restricting partners to those with a long-term commitment to the objectives of the regeneration vision - this enables the company to act as a facilitator for regeneration, focusing on a strategic approach to deliver results. Additional benefits of this structure include: accessibility to funding programmes and greater flexibility to respond to future changes. NWL itself has no assets; the partners and company stakeholders retain these. The company is grant funded by the partners and simply provides a framework through which regeneration can be delivered.</p> <p>Objectives:</p> <ul style="list-style-type: none"> • To regenerate an area of over 100ha in central Nottingham; • To set up a means of delivering public-private sector regeneration; • To co-ordinate implementation of specific projects. <p>Description: There are two key features of the project. Firstly a masterplan was commissioned by NWL for the area. It is anticipated that this will be adopted as Supplementary Planning Guidance by the local planning authority, and will then feed into the Local Plan review. The plan includes building up to 4,000 homes along the River Trent, 4 million sq.ft of high quality business space, new shops and leisure facilities, better connectivity to the City centre and new</p>

footbridges across the river. Secondly, the masterplan has identified a number of development opportunities that will be brought forward separately by the company. To do this, existing landowners who are also credible property developers are given the chance to contribute their land holdings as an equity stake; other landowners will be offered 'compulsory purchase value' including relocation expenses where appropriate. CPO powers will be called upon if necessary.

Good Practice Lessons

- An innovative model for a regeneration company on the waterways, which can be rolled out to other areas;
- Incorporation of a 'public/public' partnership at the strategic level, specifically excluding the private sector in the concept and vision stage of the regeneration, but allowing inclusion subsequently in site specific development on an equity basis;
- A strong emphasis on an intensive masterplan and visioning exercise to engage the private sector;
- Adoption of planning tools (Supplementary Planning Guidance) as the framework for delivery, supported by CPO Powers if necessary.

CASE STUDY: HUDDERSFIELD NARROW CANAL

Contact	Tom Rowe, Waterway Manager
Organisation	British Waterways
Address	South Pennine Ring, Middle Warehouse, Castle Quay, Manchester M15 4NJ
Tel	0161 819 5847
Email	hcc@hcanals.freereserve.co.uk
Web	http://www.hcanals.demon.co.uk
Partners	Huddersfield Canal Society, British Waterways, Tameside Metropolitan Council, Kirklees Borough Council, Oldham Metropolitan Council.
The Project	<p>Background: Restoration of the Huddersfield Narrow Canal began in the 1970s and continued steadily through the 1980s under the leadership of the Huddersfield Canal Society, using job creation schemes which trained over 1000 people in new skills. During the 1990s, Derelict Land Grant was used to fund a number of major projects. In 1998, funding totalling £31.8m was obtained, mainly from the Millennium Commission and English Partnerships for 19 restoration projects (five were major engineering schemes) to complete the restoration of the Canal to navigation.</p> <p>Objectives:</p> <ul style="list-style-type: none"> • To re-open the Canal for full navigation; • To use the restored Canal as a catalyst for regeneration of urban and rural areas en route; • To create a visitor centre in Standedge. <p>Description:</p> <p><i>Stalybridge Town Centre</i></p> <p>Stalybridge is the largest intermediate settlement along the Canal. The scheme involved the construction of five bridges and four locks, as well as the excavation of 800 metres of culverted canal channel at a cost of £8m. The original line of the Canal has been reopened and linked to the restored stretches. This project has changed the whole character of the town centre and provided it with a new focus.</p>

Standedge Tunnel and Visitor Centre

The tunnel (5.2 kilometres long) is the longest, highest and deepest canal tunnel in Britain. Repairs and dredging works ran from May 1999 to April 2001. The Standedge Visitor Centre is a heritage attraction created by the conversion and refurbishment of the former Huddersfield Canal Company warehouse, a Grade II Listed building, at the Marsden end of the Tunnel. Activities at the centre include information, education and interpretation facilities, interactive displays, a shop and a restaurant. A specially designed electric tugboat offers visitors to the Centre a 25-min boat trip into the tunnel. The Standedge Experience at the centre has the potential to be a regional heritage attraction. Visitor numbers already exceed the original projections.

Huddersfield

This project, costing approximately £8m, consisted of major engineering works to take the Canal under two working businesses in Huddersfield. Two tunnels and a lock were built to enable the Canal to be lowered under both premises.

Good Practice Lessons

- The effectiveness of a voluntary sector project champion (Huddersfield Canal Society) with enthusiasm and persistence to drive the project and work well with other implementation partners to complete it;
- An evolutionary approach to project management and funding, responding to achievements and new opportunities;
- A remarkable example of major restoration engineering by British Waterways, particularly the re-opening of the Standedge Tunnel;
- The effectiveness of restoration work in acting as a catalyst for wider regeneration.

CASE STUDY: MILTON KEYNES CANAL BASINS

Contact	Cheryl Montgomery and Paul Griffiths
Organisation	English Partnerships
Address	Central Business Exchange, 414-428 Midsummer Boulevard, Central Milton Keynes. MK9 2EA
Tel	01908 632 000
Email	cherylmontgomery@englishpartnerships.co.uk paulgriffiths@englishpartnerships.co.uk
Partners	Pennyland Boat Basin: Wilmott Dixon (developers), Wayland Tunley Associates (architects) with design advice from British Waterways, and Milton Keynes Development Corporation (MKDC - landowners). Milton Keynes Marina: Erostin (main developers) with British Waterways (for the building of the marina); MKDC (landowners).
The Project	<p>Background: The aim was to stimulate developer interest in Milton Keynes by providing two sites making use of the Grand Union Canal where it runs through Milton Keynes.</p> <p>Objectives:</p> <p><i>Pennyland Boat Basin:</i></p> <ul style="list-style-type: none"> • To use the value added by a waterside location to attract housing developers; • To provide creative sites on which to build housing; • To provide high quality housing. <p><i>Milton Keynes Marina:</i></p> <ul style="list-style-type: none"> • To create a leisure facility for use by the residents of Milton Keynes; • To provide a stopping area for boats and craft travelling along the Grand Union Canal; • To create an enhanced site for good quality housing development; • To provide commercial facilities for visitors and local people.

Description:

The Pennyland Basin (1983/84). To encourage developer interest in Pennyland Basin, MKDC proposed a boat basin with housing. The winning developer (out of 17 in the design competition) built the basin and 39 surrounding residential properties. The developer funded the project, although the cost of enhancing the site with the basin was minimal. Cost savings were achieved through a 'cut and fill' technique, whereby earth excavated for the boat basin provided the material for building the road embankment for a bridge over the canal.

Milton Keynes Marina (1986). A development brief was produced by MKDC. The aim of the marina was to attract developer interest and give commercial uplift to the Pear Tree Bridge area of Milton Keynes. A marina with 125 boat moorings was built by the developer (through a commercial tender) as a joint venture with British Waterways, who acted as commercial managers. The developer built 33 homes and commercial uses around the marina, including a home base for the operation of a boat holiday hire fleet.

Benefits of both these schemes were felt immediately. Properties sold at higher premiums as soon as the developments were completed. In addition, residents close to the basin and marina benefited from the value of the waterside location with residential properties at both sites achieving sale prices of up to 20-35% more than for similar homes in other parts of Milton Keynes. Visitors appreciate the visual enrichment which the basin and marina give to the area. Waterway users have benefited from new facilities, in particular the boat repair yard at the marina, and the canoeing club and fishing club have added to the use of the waterways. The basin and marina are used by English Partnerships to demonstrate the vitality of the place in its marketing campaigns.

Good Practice Lessons

- Appreciation of the development potential and environmental benefits to be gained from waterside regeneration;
- Use of a design competition to enthuse the private sector and elicit attractive proposals;
- The ability of well-considered development to realise considerable value whilst achieving a high quality design approach to the public realm and providing resources for associated infrastructure works.

APPENDIX 2

Quality of Life Capital

It is a widely held view that the waterways are of great value. But what does this actually mean? What is value and who are the beneficiaries? The 'Quality of Life Capital'¹ approach formulated by English Heritage, the Environment Agency, The Countryside Agency and English Nature helps to answer these questions.

Quality of Life Capital is a tool for identifying what matters and why, so that the consequences of planning activities on the quality of life can be better taken into account by practitioners and decision takers. It is a technique for setting out and comparing the advantages and disadvantages of a particular course of action. In the waterway context it could be used to quantify the value of a restored waterway.

The characteristics of the Quality of Life Capital approach are that it:

- stands back from things or places and considers the benefits or services that they provide for human well-being (*"what matters and why?"*);
- provides a consistent, systematic and transparent evaluation framework for all scales of decision making;
- integrates environmental, social and economic issues;
- emphasises improvement of quality of life rather than acceptance of the status quo;
- values the commonplace as well as the unusual and rare;
- facilitates participation, putting professional/expert judgements alongside the concerns of local people;
- works with other tools and processes including environmental impact assessment, sustainability appraisal, community planning and Best Value.

¹Countryside Agency, English Heritage, English Nature, Environment Agency, 2001, Quality of Life Capital Managing Environmental, Social and Economic Benefits. Overview Report. Also see web site: www.qualityoflifecapital.org.uk

All applications of the approach involve the same six basic steps:

Step 1: Purpose.	The essential first step is to be clear about the purpose of applying the Quality of Life Capital approach
Step 2: Identifying what is there.	The purpose defined in Step 1 will help identify the services and benefits to be studied. Various techniques already exist for assembling such information, such as environmental impact assessment, landscape, ecological, archaeological and characterisation studies.
Step 3: Benefits and Services.	The key to the method is to ask: what are the benefits and services that may be potentially affected. It is important to concentrate on these.
Step 4: Evaluation.	This examines the benefits and services systematically, using a series of questions: <ul style="list-style-type: none"> • Who the services matter to, why, and at what spatial scale? • How important are they? • Whether we have enough of them? • What (if anything) could make up for any loss or damage to the service?
Step 5: Policy / Management Implications.	The evaluation can be used to highlight the aims or policies that would be needed to ensure that social, economic and environmental benefits were maintained or enhanced rather than damaged.
Step 6: Monitoring.	The benefits and services identified as important in the process are, for this very reason, the aspects of the environment which should be monitored. The approach thus provides its own performance indicators.

The essence of the Quality of Life Capital approach is that it provides a holistic view of value. In many ways, this is no different from what policy makers do already when they balance competing demands on land to determine a preferred course of action. All Quality of Life Capital seeks to do is to present the process in a transparent and simplified form.

Table 1 illustrates how the methodology might be applied to a waterway, based on the guidance provided by the statutory agencies. The example concentrates on the generic value of a hypothetical canal, although it is loosely based on the restored Kennet & Avon Canal.

The first column identifies the benefits or services of a waterway (in this instance a canal). They could equally apply to an existing waterway, the potential of restoring a waterway, or constructing a new one. Thirteen different benefits or services are identified, although obviously there may be more. The next three columns provide the basis for an evaluation by specifically identifying who benefits and why, and at what scale. In this case, the scale is national, regional or local, although this could be varied according to the geographical extent of the feature being evaluated. In the case of linear features such as waterways, the evaluation is likely to vary along different lengths, according to the characteristics of the local area (e.g. rural/urban, catchment population, level of use).

Importance is assessed on a three-point scale (high, medium, low). The next two columns represent a judgement of whether we have enough of the service or benefit at the moment, and whether it is possible to substitute the feature with another feature in the same place or somewhere else. A characteristic of all the evaluation columns is that they require some form of judgement, and this is a critical component of the entire approach. It has not been formulated as simply a professional technical exercise with right and wrong answers. It is recommended that the approach makes use of all available techniques for assessing features (e.g. landscape characterisation, environmental impact assessment, ecological appraisal) and, crucially, consultation.

Table 1: Waterways example using ‘Quality of Life Capital’ Approach

Benefit/Service	Who	Why	Scale	Importance	Enough	Substitutability	Planning/Management Issues
Mixed habitat	Species	Biodiversity	National/Regional	High	OK	Other canals	Conserve habitats
Teaching Resource • Ecology • Built Heritage • Restoration techniques	Schools/ specialist study groups	Education	Local	Medium	Under	Not substitutable - unique historic importance	Develop educational resource
Footpath network (towpath)	Long distance ramblers	Travel/ exercise (health)	National/ regional	High	OK	Not substitutable - loss of a link would affect entire network	Retain network
Walking Area	Local residents/ Visitors	Leisure/ exercise (health)	Local	Low	Plenty	Access to similar	

Benefit/ Service	Who	Why	Scale	Importance	Enough	Substitutability	Planning/ Management Issues
Cycle Network	Long distance cyclists	Travel/ exercise (health)	National/ regional	High	Under	Not substitutable - loss of a link would affect entire network	Retain network
Cycling (Towpath)	Local residents/ visitors	Leisure/ exercise (health)	Local	Low	OK	Access to similar	Retain and improve network
Transport corridor	Travellers (as an alternative to road)	Travel	National/ regional	High	Under	Other non-car options	Develop transport through provision of appropriate facilities
Income generator	Local businesses	Economic regeneration/ stability/ growth	Local	High	Under	Alternative investment opportunities, but not canal related	Encourage appropriate investment Promote use
Tourist attraction	Visitors	Visitor experience	Regional	High	Under	Not substitutable - unique attraction	Protect resource
Water resources	Environment Agency/ Water Companies	Management of the resource	Regional	High	OK	Substitutable?	
Freight corridor	Private companies	Movement of goods	National	Medium	Under	Other non-car options - although unique waterbased freight route	Promote appropriate use
Water-based recreation resource (e.g. boating, sailing angling etc)	Local residents/ visitors	Leisure/ exercise (health)	National/ Regional	High	Under	Other water-based recreation options	Promote appropriate use
Historic/ symbolic	Visitors/ specialist study groups	Unique character of individual canals	National	High	Under	Not substitutable	Protect integrity of canal

All people who benefit from the feature are potential consultees, and it is important to find out what exactly they value and why. One of the principal attributes of the approach is that it provides a means for bringing all such views together into a single, common framework for evaluation. In this way, it is possible to compare differing perspectives on a like-for-like basis.

The output of the evaluation is guidance on planning and management issues for the waterways. Where a benefit or service is of high importance, there is not enough of it, and it cannot be substituted, the planning or management issue is likely to be a high priority. This is the case with the historic/symbolic service provided by the waterway in the example, reflecting the cultural and historic uniqueness of individual waterways. Conversely, local amenity considerations, such as walking and cycling, are a lower priority. The expression of the planning or management aim is an important output. It may, for example, take the form of a policy to be incorporated in the local plan. Alternatively it could be expressed as a question for consultation, such as “Is this part of the waterway an important part of the national system?”.

Ultimately, the test of any technique or approach such as Quality of Life Capital is whether or not it adds value to what is currently undertaken. The statutory agencies list the advantages of the approach as follows:

- It puts all kinds of social, economic and environmental service - from the most technical and scientific to the most subjective and social - in the same framework;
- It combines a range of specialist, technical and community inputs;
- It provides a systematic framework for deriving policies or management objectives from them.

To add value, it must also be practicable and represent value for money. This will be a judgement for the planning authority or other organisation undertaking the work. In many ways, all that is new is to set out in a thorough and explicit way what might have previously been more piecemeal, partial and implicit, and a methodical framework to make it easier for all practitioners to do thoroughly and consistently what some are already doing. As such, the resource implications of adopting the approach should not be onerous, and the outputs should be of real value.

APPENDIX 3

Bibliography

1. British Waterways (November 2000) *A Rural Regeneration Strategy for British Waterways*
2. British Waterways (2000) 1999/2000 *Postal Survey of Local Authorities*
3. Commission for Architecture and the Built Environment and Department of the Environment, Transport and the Regions (2001) *The Value of Urban Design*
4. Countryside Agency, English Heritage, English Nature, Environment Agency (2001) *Quality of Life Capital Managing Environmental, Social and Economic Benefits. Overview Report*
5. Department of the Environment (1993) *Environmental Appraisal of Development Plans: A Good Practice Guide*
6. Department of the Environment (1997) *Planning Obligations, Circular 1/97*
7. Department of the Environment, Transport and the Regions (June 1998) *Urban Development Corporations: Performance and Good Practice*
8. Department of Environment, Transport and the Regions (October 1998) *Planning for Sustainable Development: Towards Better Practice*
9. Department of the Environment, Transport and the Regions (December 1999) *Planning Policy Guidance note (PPG) 12 - Development Plans*
10. Department of the Environment, Transport and the Regions (June 2000) *Waterways for Tomorrow*
11. Department of the Environment, Transport and the Regions and the Ministry of Agriculture, Fisheries and Food (November 2000) *Our Countryside: the Future. A Fair Deal for Rural England, Cm4909*
12. Department of the Environment, Transport and the Regions (March 2001) *Planning Policy Guidance Note (PPG) 13 - Transport*
13. Department of the Environment, Transport and the Regions (July 2001) *Planning Policy Guidance note (PPG) 25 - Development and Flood Risk*
14. Department of Transport, Local Government and the Regions (November 2000, updated July 2001) *Our Towns and Cities: the Future Delivering an Urban Renaissance, Cm4911*
15. East Midlands Development Agency (1999) *East Midlands Regional Economic Strategy (2000-2010)*
16. English Heritage (2001) *Informed Conservation. Understanding historic buildings and their landscapes for conservation*
17. Government Office for London (1997) *Strategic Planning Guidance for the River Thames (RPG3b)*
18. Heritage Lottery Fund (March 1998) *Conservation Plans for Historic Places*
19. Highways Agency (2000) *Design Manual for Roads and Bridges*
20. Inland Waterways Amenity Advisory Council (June 1997) *Britain's Inland Waterways: An Undervalued Asset*
21. Inland Waterways Amenity Advisory Council (June 1998) *Waterways Restoration Priorities*
22. Inland Waterways Amenity Advisory Council (April 2001) *The Inland Waterways: Towards Greater Social Inclusion*
23. University of Newcastle upon Tyne (1994) *The Value of Waterside Properties*
24. Welsh Office (1998) *Technical Advice Note (TAN) 18 - Transport*

