

5th November 2014

Calderdale Council

Halifax Town Centre Delivery Plan



cartwright pickard architects



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1 Introduction

Halifax town centre is undergoing a strong period of transformation. There are a number of significant projects coming forward that will improve this historic town through a £100 million programme of proposed investment by Calderdale Council and its partners. Many of the transformation projects were set out in the Halifax Town Centre Supplementary Planning Document (SPD), produced by the Council in 2009, and the Town Centre Masterplan, produced by consultancy BDP in 2010.

Since the production of the aforementioned Town Centre 2010 Masterplan, a number of projects have commenced or been completed, including:

- Construction has started on a new Central Library, alongside the comprehensive regeneration and restoration of the Piece Hall.
- The £35 million Broad Street Plaza Phase 1 is now completed and open for business
- The Council is in the middle of a £12 million programme of investment and rationalisation of its office estate, which includes transformation of a prominent Grade II listed office building in the heart of the town;
- The process of redevelopment of the Northgate House site to extend the prime retail area in the town has commenced;
- A wide range of transport improvements are mandated within the town centre under the West Yorkshire Plus Transport Fund (WY+TF) that have the potential to connect the town centre and new development sites, make employment opportunities easier to access and increase overall pedestrian footfall, in turn supporting commercial viability; and
- A programme of projects supported by the Leeds City Region under the Strategic Economic Plan (SEP) to address market failure for a select group of strategically important sites in the town, thereby building on Halifax's strength as an attractive location for business.

The Local Growth Deal agreed with Government in July 2014 to facilitate delivery of the WY+TF and the SEP, alongside the emerging economic recovery, means that the opportunity to increase the pace of transformational change in Halifax has never been greater.

In addition to the Lloyd's Banking Group headquarters within the town, Halifax is now seeing continued interest from finance and insurance sector companies seeking to consolidate in the town and stakeholders have reported a significant local skills base for this sector. A positive development, with available sites and an attractive town centre offer, is essential to crystallise investment decisions. The Council wants to create the environment for growth and build on the town's existing strong links with the financial and professional services sector.

As a result, the Council appointed Turner & Townsend along with a team of Architectural, Transport and Commercial experts comprising, Cartwright Pickard Architects, Fore Consulting and GVA respectively to prepare a Delivery Plan for Halifax Town Centre, which considers practical and realistic opportunities that aim to stimulate economic growth and performance underpinned by the Council's Strategic Vision.

The commission was to identify a durable Delivery Plan for the town which includes spatial, economic, social and cultural analysis of the current baseline position and proposals for what the town should aim to achieve over the short, medium and long term. The plan would include a spatial framework for the town, the identification of a focused group of strategically important projects to form the first stage of delivery and consideration and advice on how these projects can be financially viable.

The Delivery Plan should also reflect the mobility and connectivity demands that will be dictated by these drivers, including any conflicts or deficiencies that may need to be addressed. The original Halifax Town Centre Masterplan included a recognition that the current transport network can act as a barrier to movement around the town centre and that facilities such as the railway station do not reflect the type of 'gateway' into Halifax to which it aspires.

The remainder of this document sets out the core of the recommended Delivery Plan, setting out the baseline position and considering the key drivers of change so as to identify the range of opportunities and threats for Halifax going forward. Following the required identification of the strategically important projects, it includes a discussion of future delivery issues, including governance arrangements and risks, as well as presenting some important project milestones and next steps.

The preparation of this Delivery Plan has been undertaken with the support of many Officers of the Council, as well as businesses and stakeholders throughout the town. A summary of the various stakeholder views is contained at Appendix A, and their continued involvement in the implementation of the Delivery Plan will be crucial.

As such, this Delivery Plan is the position at a point in time, to inform the Council and stakeholders on strategic priorities and advice on a way forward, to be supplemented by more detailed work on individual projects to follow. Regular review and update as the transformational change in Halifax town centre gathers pace is recommended.

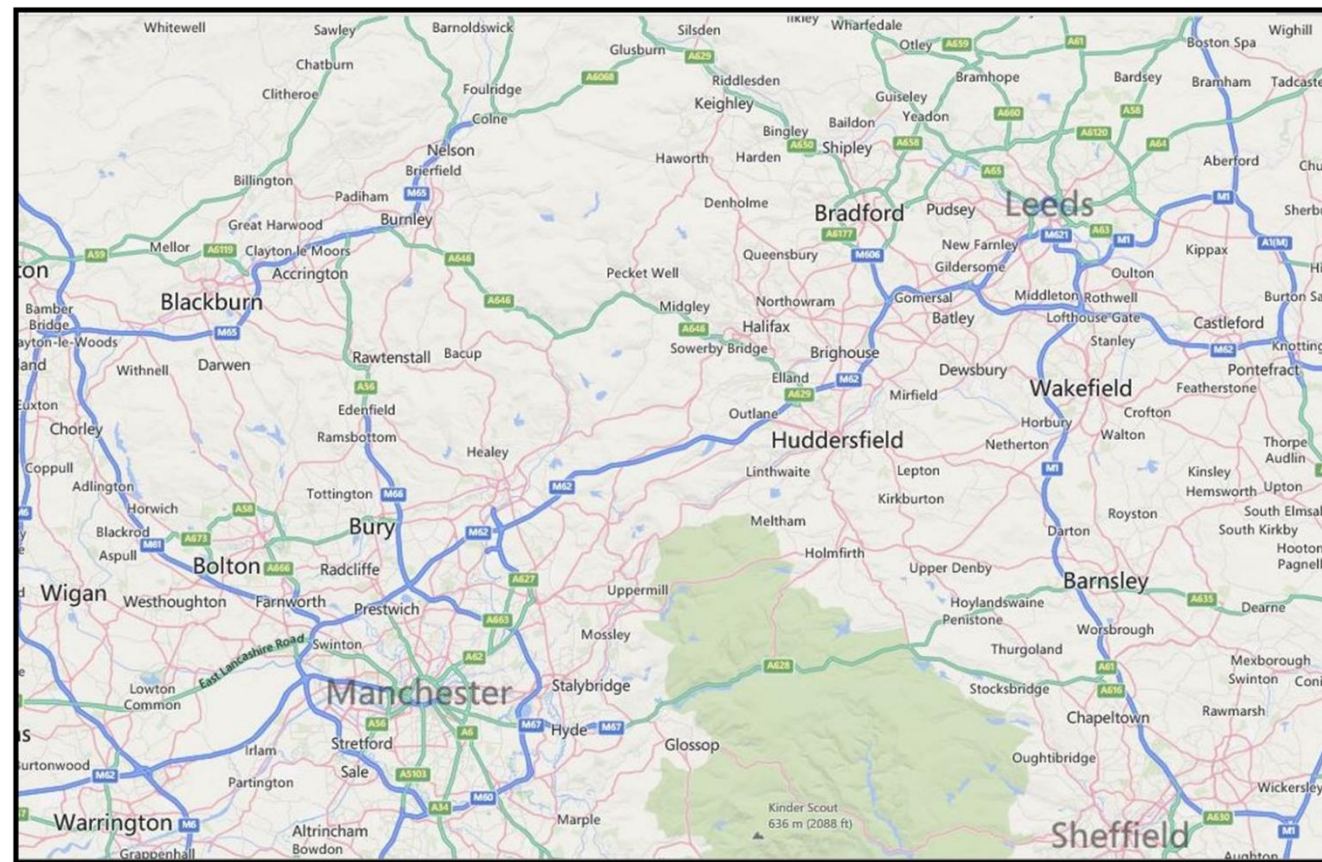
2 Halifax - A Unique Identity

Within this section of the report we set out a summary baseline position and draw out some of the key strengths and weaknesses of the town.

2.1 Location

Calderdale is located in Pennine West Yorkshire and is part of the Leeds City Region. The area also borders the Manchester and Central Lancashire City Regions. Calderdale is ideally placed within the M62 corridor, on a main Trans Pennine rail route between two expanding and prosperous city regions, (Leeds and Manchester) and is more locally centred between Huddersfield and Bradford. This allows quick and easy access to a population in excess of 5.5 million providing significant economic opportunities.

Halifax Town Centre has a strong identity as a sustainable and vibrant centre for the surrounding Calderdale area and has a distinctive urban centre built upon its historic origins.



2.2 Economic

Calderdale is home to real contrasts where lively historic town centres and vibrant markets meet dynamic countryside. The area currently has over 8,000 businesses and a population in excess of 200,000 people, which is expected to grow by 25,000 over the next 20 years. There are more than 82,000 jobs in Calderdale but nearly half the residents commute to work outside of the District.

The District is characterised by a high proportion of small businesses with over 80% of the businesses employing between 1 and 10 people.

Conversely the District has fewer medium and large businesses with only 11.4% and 3.3% of the businesses employing 11-49 and 50 or more employees respectively. Despite this the area is still home to a number of large employers including:

Organisation / Employer	Estimated Number of Employees
Calderdale Council	>10,000
Lloyds Banking Group	6,300
Calderdale and Huddersfield NHS Foundation Trust	2,500
Marshalls plc	1,200
Royal & Sun Alliance	1,000
NHS Calderdale	700
Calderdale College	650
Nestle UK	580
West Yorkshire Police	521
Crosslee plc	500

Source: Calderdale and Enterprise Strategy 2010 – 2020

Financial and business services are still major employment sectors exemplified by Lloyds Banking Group (formerly HBOS) which employs around 6,300 people in Calderdale. At the same time other similar businesses are expanding such as Covea Insurance who are consolidating their national operations into Halifax.

Manufacturing is still a significant sector in the District with nearly 20% of the workforce employed in this field. Halifax was once known as 'the town of hundred trades' and there is still a rich vein of activity in the Borough with leading firms including Weir Valves, Halco Rock Tools and Hargreaves Foundry.

About one-third of all households in Calderdale have a combined income (including benefit and credit payments) below £20,000 and almost 1 in 5 have an income below £15,000. The median household income in Calderdale is approximately £28,000, which is around £1,300 below the Great Britain average.

The percentage of the working age residents qualifications at both NVQ level 2 or higher and NVQ level 4 is lower in Calderdale than both the national and regional average.

In the latest Index of Multiple Deprivation (IMD) dataset for 2010 the Halifax town centre area ranked 2,221 of 32,482. This places the immediate area within the 7% most deprived areas of the Country; however this has improved from a ranking of 1,560th in 2004 (then within the 5% most deprived areas). Further significant areas of the wider town, to the north and west of the centre (Park and Ovenden Wards) fall within the 10% of most deprived areas nationally.

Although the direction of travel over the period 2004 – 2010 has shown small improvement for the immediate town centre area, in terms of its IMD ranking, additional areas in West Halifax have fallen within the 10% most deprived whilst no areas have risen out of this band. It also remains by far the most deprived centre of all six town centres in Calderdale.

Proposals that are likely to bring significant improvements to the range, choice and quality of everyday shopping to serve the needs of those living in deprived areas should be encouraged. However, other non-retail town centre uses and development play an equally important role in helping to improve the areas health and disability deprivation, living environment and employment potential.

2.3 Spatial

The following gives a brief analysis of the town centre that has informed the direction of this study.

The historic urban structure of the town centre remains broadly intact, retaining many Victorian buildings and some significant earlier buildings including the Piece Hall and Square Chapel.

The Piece Hall is a building of national significance, but it has been underused and its setting needs improvement. The regeneration project currently underway will address this, however there is an opportunity to build upon this work with wider connectivity improvements.

The legible pattern of largely pedestrian friendly streets which form the town centre core around the Borough Market is bounded by a series of roads which are designed predominantly for vehicle movement and which create barriers to pedestrian movement from the centre to the surrounding areas.

There is a fragmented arc of development to the north and east to the town centre. The measures identified in this study aim to address this fragmentation and to offer a structure for the intact town centre urban form to grow in this area.

Dean Clough Mills is a significant destination in the town, but the links to the town centre are poor. Stakeholders located in Dean Clough have reported that the complex is not perceived as being part of the town centre, despite its actual proximity.

Please refer to Diagram 1.

2.4 Social/cultural

Being the administrative centre for Calderdale, Halifax town centre performs a range of civic functions, containing the Council offices, Law courts and the central public library.

There is also a diverse and extensive range of social and cultural venues for sport, theatre, art, music, cinema and dance within the centre of Halifax. They are accommodated within existing buildings of architectural and historical significance and in new purpose built developments.

The Shay is a multi-use sports stadium situated on the south of the town adjacent to the A629. The stadium is home to the local football team FC Halifax and the Halifax rugby league club. It accommodates conference suites and car parking facilities.

The Victoria Theatre was built in 1897 and is located within the Theatre quarter of the town centre. The auditorium seats in excess of 1,500 visitors and in 2008 the basement space was improved and can now accommodate small live events, meetings and workshops opened to the wider public.

The Orange Box is a new purpose built state of the art environment for young people and is situated adjacent to the Piece Hall. It comprises a skate park, recording studio, art room, ICT facilities, performance and rehearsal spaces and café.

The Square Chapel Theatre is situated adjacent to the Piece Hall and offers a range of events including musical, lectures, workshops, art classes and youth theatre. It is accessed by foot.

Broad Street Plaza is a new purpose built multi-use complex situated to the north of the town centre adjacent to the A58. There is a hotel, cinema, restaurants and a gym. Although the complex is easily accessible by foot there is an on-site car park.

The Borough Market is a Grade II* listed Victorian market situated centrally within the town centre and is considered an important community asset. The market is accessed by foot and is well positioned to the bus network.

The Piece Hall is a Grade I listed building and is situated on the outskirts of the traditional town core. It is currently closed due to refurbishment works but it is envisaged that this will become the town's central square and place to meet in the town providing space for commercial, cultural and creative uses. It is well positioned within the town centre and will have accessible links by foot to the bus and rail networks.

Eureka! is the National Children's Museum which is situated on the periphery of the town centre adjacent to the rail station and offers on-site car parking facilities.

Dean Clough was at one time the largest carpet mill in the world. Following redevelopment the mill is a prosperous commercial enterprise which comprises office and social spaces, an art gallery, café and retail mix, accommodating in the region of 4,000 people. Dean Clough is situated on the perceived boundary of the town centre. It is encompassed significantly by a number of elevated roadways and bridges. This makes navigation to the Mills difficult and visually it is cut off from the rest of the town. Access to the Mills is mainly by car but pedestrian access is possible.

Please refer to Diagram 2.

The main focus of retailing is located within the areas of the Woolshops, Cornmarket and Southgate, with the Borough Market and Russell Street connecting these areas. Numerous other streets provide further retail offer.

Halifax has a large proportion of small units of less than 93sq.m (1,000sq.ft) which accounts for 51.6% of the total floorspace. This is much higher than the national average of 39.1%. These smaller units are not compatible with the majority of modern national retailer requirements, many of whom are seeking units over 929sq.m (10,000sq.ft).

The DTZ Economic Impact Assessment – Northgate House and the Central Library and Archive Facility (July 2012) concluded that only 58% of the major department stores, mixed goods and clothing retailers were represented in Halifax town centre with there being notable absentees including Next (currently operating from an out of town retail park), Primark, H&M and the major department stores (BHS, Debenhams, House of Fraser and John Lewis). The study also concluded that there was a qualitative need to improve the quality and range of the comparison goods sector and that in the absence of any new development there is a risk that the already established leakage of consumer expenditure to the surrounding areas of Huddersfield, Bradford and Leeds would be accelerated.

Halifax has a range of national hotel operators including a Premier Inn and Travelodge but these are located outside of the town centre. The hotels in the town centre are typically local budget hoteliers.

Whilst a number of residential conversion schemes have been completed in the town centre there remains a significant amount of disused or underused floorspace over many shops and business premises.

2.5 Connectivity

Halifax town centre is bounded by two principal highway routes – the A58 to the north, linking Leeds and Rochdale, and the A629 to the west, linking Keighley and Huddersfield. The section of the A58 immediately adjacent to the town centre is elevated above North Bridge and then passes to the west of the A629. Both of the principal highway routes link to the M62 motorway – the A58 at Junction 26, and the A629 at Junction 24.

Please refer to Diagram 3.

The A629 itself forms a nominal western boundary to the town centre, and is principally a dual carriageway route with pedestrian crossings provided at a series of traffic signal junctions and signalised crossings. The eastern boundary of the town centre is currently formed by the route along Shaw Hill/Shay Syke/South Parade/Church Street/Square Road/Charles Street/Winding Road, which is a single carriageway link. These two routes intersect at the junction with Free School Lane, to the south of the town centre.

Automatic traffic count data from April 2014 suggests that around 56% of traffic uses the western route in the morning peak hour and 54% in the evening peak hour. The data also suggests that 42% of vehicles entering the town centre from the north west have no destination within the town centre while 58% of vehicles entering the town centre from the north east have no destination within the town centre. This means that high volumes of through traffic use the town

centre and need to be accommodated within any future plans alongside those accessing the town centre itself.

Within the two routes bounding the town centre, much of the town centre highway network consists of routes with frontage activity, bus stops and on-street parking. There are pedestrianised areas running between the Piece Hall and Northgate House, encompassing the Woolshops Shopping Centre and along Corn Market adjacent to the Borough Market. There is a marked contrast in the quality of the public realm along Market Street, which is dominated by traffic, and along Corn Market, where several cafes offer outdoor seating areas (see photos).

Market Street is the principal north-south link for bus services within the town, serving the bus station located at Northgate at its northern end. The bus station has four islands with around 20 stands in total (although not all are currently in use) and buses from a range of destinations within Calderdale, as well as Bradford, Burnley, Dewsbury, Huddersfield, Keighley, Leeds, Rochdale and Wakefield, use the bus station.

Halifax railway station is located 600m from the bus station to the south east of the town centre, just beyond Church Street/Square Road and adjacent to the Eureka! National Children's Museum. The station consists of an elevated modern station building with a travel centre and small café, leading to an island platform via a listed bridge. The station is located on the Calder Valley Line, with services from Halifax to Bradford Interchange, Leeds, York, Selby, Huddersfield, Burnley, Manchester Victoria and Blackpool North.

Next to the existing station building is the 1855 building, which was once used as the station building and now houses a children's nursery. Exiting the 1855 building trackside is the disused 3rd platform of the railway station. There is also a disused subway linking the railway station with the Nestle complex to the east of the rail line.

Both visual and physical connections between the rail station and the town centre are compromised, meaning that there is a high degree of severance between the two. The topography and townscape mean that it is difficult to see where exactly the town centre is when exiting the rail station at present, and this is exacerbated by the traffic conditions and generally poor pedestrian environment on Church Street.

The railway station is also adjacent to the Hebble Trail Cycleway (National Cycle Network 69) which follows the line of the valley bottom to the east of the town centre.



The above photographs are of Market Street and the Corn Market.

2.6 Wider context

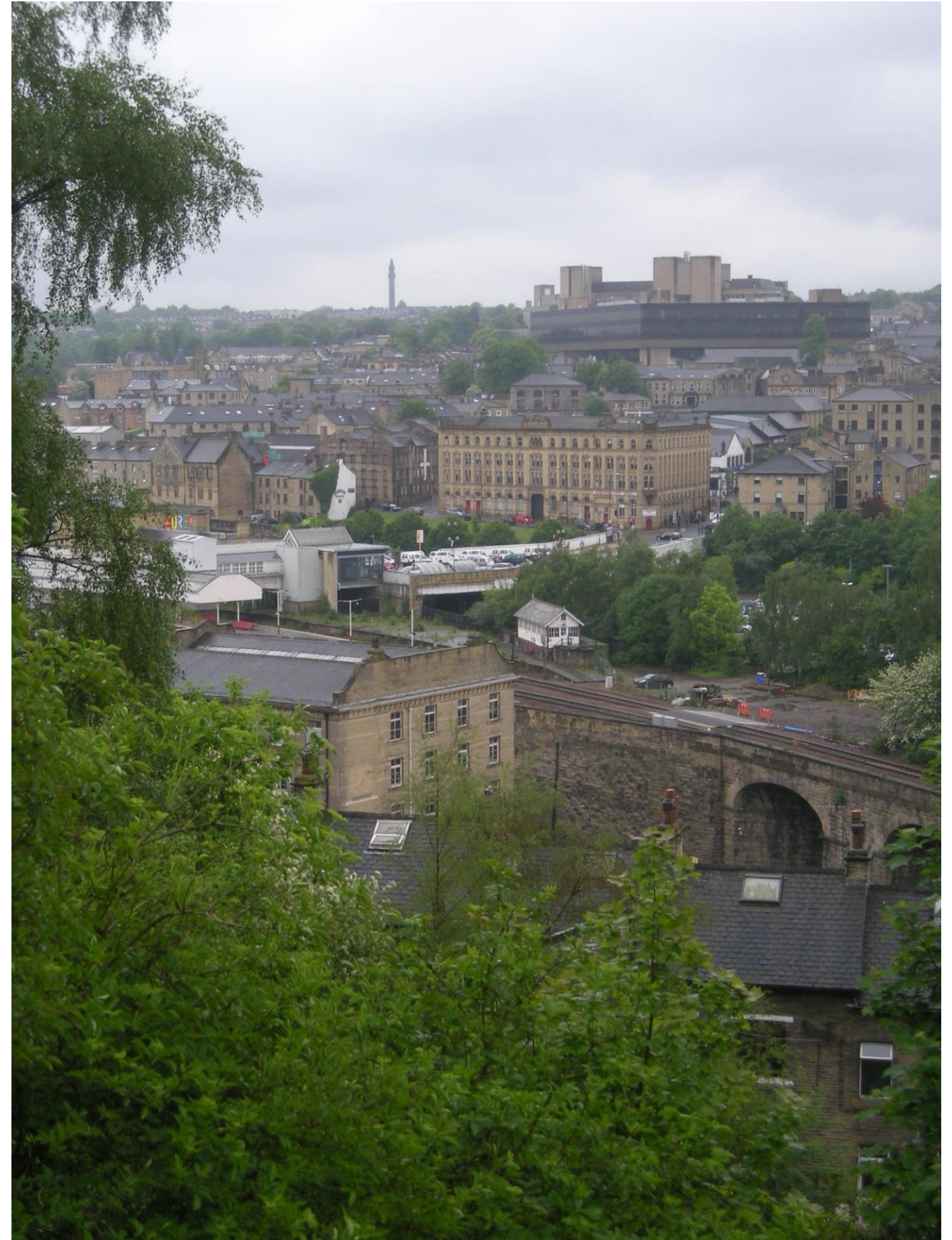
As identified in the Strategic Economic Plan, the City Region as a whole is a major focus of head office activity and “no other LEP area in the north has more major company head offices”. In the town the Halifax Banking Group is headquartered at Trinity Road and is the head of the retail arm of the larger Lloyds Banking Group. The list of the top twenty employers in the town is strong and emphasises the importance of retaining and building on these links to the benefit of the town and City Region.

A cornerstone of the Leeds City Region SEP and the recent Local Growth Deal is the West Yorkshire Plus Transport Fund (WY+TF), a £1 billion fund over up to 20 years designed to deliver major transport improvements across the Leeds City Region and underpin the economic growth aspirations. Halifax’s role within the SEP is underlined by the inclusion of a number of schemes within the WY+TF priority list, including major improvements in the town centre and at the railway station.

The town’s projects fit with SEP Priority 1 of “Unlocking Growth Potential of Businesses” and Priority 4 of “Creating the Environment for Growth”, through:

- Releasing a number of strategic employment sites
- Providing an environment to support retention and expansion of financial and professional services
- Linking to the WY+TF mandate to unlock congestion and generate growth, improving public transport provision (both bus and rail), links to the motorway network and onward connectivity to the wider District accessible via the town centre
- Accelerating housing growth
- Addressing consumer spend leakage from the town
- Creating a vibrant location where companies and people want to live, work, visit and spend.

The Calder Valley rail line and proximity to the M62 places Halifax on the axis between the Manchester and Leeds City Regions, and therefore provides opportunities to link westwards with growth plans for Manchester City region and further expand the opportunities for growth within Halifax.



2.7 Summary table of strengths and weaknesses

Strengths	Weaknesses
Proximity to the M62 and Calder Valley rail lines, linking to Manchester and Leeds	Principal highway routes close to the town centre, creating severance and restricting possible expansion
Coherent town centre core built upon urban structure of historic town	High levels of through traffic on principal routes close to town centre
Number of significant employers located in town including Lloyds, Nestle etc	Fragmented urban structure outside of town centre core, particularly to east and north east
Town centre has distinct character enhanced by historic building stock, including buildings of local and national significance	Imbalance of traffic between western and eastern routes adds to severance on western side
Able to capitalise on the investment and renaissance occurring in the Leeds and Manchester City Regions	Pedestrian crossing opportunities often only at traffic signal junctions and 'walk with traffic'
Wider network of green spaces, including People's Park and – further afield – Shibden Estate	Bus station is under-utilised and opportunities for bus rail interchange are poor
Tourist attractions such as Eureka!, Dean Clough Mills, Shibden Estate	Poor 'gateway' and arrival from modern station building
Halifax is seen as an enterprising location with the highest level of business start-ups in the region.	Passenger facilities at station are limited and severance of station from town centre, linkage between station and town centre unclear
	Limited green space in the town centre; limited civic and other public open spaces
	Limited public art or cultural references within the streetscape
	Town centre "heart" is constrained by existing infrastructure and focal points are not well linked
	Limited residential accommodation in the town centre impacts on mix of uses and resultant activity during the day
	Absence of suitable retail units to attract larger retailers / absence of quality office space
	Uncoordinated car parking and lack of strategy for the town.
	Pedestrian routes from the station are uninviting and on an incline; no defined or advisory town centre cycle routes (other than Hebble Trail)
	High degree of severance between the rail station and the town centre, and linkages between them are unclear

3 Drivers of Change

Within this section of the report we consider what are likely to be the key drivers of change and how these can be captured over the life of the plan.

3.1 Economic

To understand the scope, scale and quantum of development opportunities for inclusion in the town centre Delivery Plan a detailed economic assessment has been undertaken, which provides an updated market perspective and a summary of the key development constraints for each of the main property sectors. This is provided at Appendix B and forms a key evidence based document for the town centre Delivery Plan.

Within this section of the report we summarise the main findings for each property sector.

3.1.1 Offices

The office market in Halifax Town Centre has generally suffered from a lack of investment. Existing office accommodation tends to be of older stock, which unless comprehensively refurbished does not suit the needs of the modern office occupier. Typically the office stock is characterised by 1970 / 80s office blocks such as Northgate House and Westgate House, which are both occupied by the Council, and small scale offices suites above the shops.

The current asking rents for second hand space range between £18.83psm (£1.75psf) and £172psm (£16.00psf). The average 'asking' rent is circa £75psm (£7.00psf). However, achieved rents are slightly lower than quoted rents averaging £63.50psm (£5.90psf). These levels fall well below those that would make large scale, high quality development viable.

Typically we would expect schemes to be viable at around £161psm (£15psf) but the quality of the incoming tenant will also have a direct bearing on the property's asset / investment value and correspondingly the ultimate commercial viability of the proposals. In particular most developers will seek high quality covenants such as public sector organisations (i.e. the Council) as these will be viewed favourably within the 'investment markets'. The form of occupation lease will also influence investor confidence and be a fundamental component in underpinning the commercial viability with a 25 year lease term being the most 'saleable' to the markets.

Despite the low rental values there are a number of office developments in the pipeline, including:

- **Croft Myl**, which provides a total of 2,740sq.m (29,490sq.ft) of refurbished accommodation with associated car parking. Floor plates are available from 871sq.m (9,380sq.ft). The property is available to let or for sale. The asking rent is £156psm (£14.50psf) but the sale price is not quoted.
- **One Broad Gate Plaza**, which is a high quality 'Grade A' office development in the centre of Halifax. The building will provide up to 3,858sq.m (41,525sq.ft) accommodation in floor plates from 901sq.m (9,700sq.ft). The property is available for sale or to let. The asking rent is £188psm (£17.50psf) but the sale price is not quoted.

One Broad Gate Plaza is considered to be the best scheme in Halifax Town Centre but the scheme has not yet been developed due to a lack of demand.

The developer¹ has confirmed that they would require a minimum rental value of £161psm (£15psf) and a high covenant pre-let of 50% to justify bringing forward the scheme.

The situation in Halifax town centre contrasts significantly with that of Dean Clough Mills, which has dominated the occupier market over the past 10 years or so. Dean Clough is located just to the north of the defined town centre and is now home to more than 140 companies employing almost 4,000 people. Key occupiers include: The Department for Work and Pensions, the NHS (West Yorkshire Ambulance Service) and the Lloyds Banking Group to name but a few. Dean Clough has built its success on the provision of high quality office accommodation in a high grade environment. Rental values are typically £156psm (£14.50psf), which are almost double those achieved in the town centre.

The other large office scheme in Halifax town centre that benefits from strong occupier demand is the Elsie Whitely Innovation Centre. Again, this is a former mill conversion situated just outside of the town centre, which offers 'units' from 10sq.m (100sq.ft) up to 46sq.m (500sq.ft). Offices 'suites' are also available from 93sq.m (1,000sq.ft) to 279sq.m (3,000sq.ft). Rental values are £172psf (£16psf) – these are all inclusive rates and include all utility costs such as heating, lighting, electricity and water, main reception duties and cleaning & maintenance of all common areas within the building. Each office is also allocated an allowance of car parking spaces, dependant on office size, charged at an additional cost of £65 per month per space.

Typical Office 'Asking' Rental Values	
Croft Myl	£156psm (£14.50 psf).
One Broad Street Plaza	£188psm (£17.50 psf)
Dean Clough	£156psm (£14.50 psf)
Elsie Whitely Innovation centre	£172psm (£16.00 psf)*

*All inclusive rent

In terms of demand there is no quantitative need for new office space within the town centre.

Whilst there is a clear qualitative need for new Grade A space the low rental values mean that schemes are unviable / not feasible in the current market without significant public sector stimulus such as gap funding. Such programmes have been successful in the past where Cities such as Sheffield and Liverpool have benefitted from ERDF programme funds, which have been specifically prioritised to address the failure of the office markets in these locations. Wakefield also benefitted from significant public sector intervention in the realisation of Merchant Gate and the new Westgate Railway station but we are advised that most of the speculative office space at Merchant Gate is still vacant.

¹ The Gregory Group

This demonstrates that even where schemes have benefited from public subsidy this does not guarantee occupier demand. In fact with the abolition of empty rates most developers would be unwilling to progress a speculative scheme, even with gap funding, in today's market as they would incur the rates liability, which would be a significant holding cost until the property is sold or let. In this context the onus will be on the Council to help facilitate development through mechanisms such as head leases and yield strips etc. However, such solutions are likely to be high risk for the Council.

In this context there is limited scope for new office space/developments to form part of the town centre Delivery Plan.

Instead the Council should seek to put in place mechanisms to encourage an increase in the supply of quality accommodation as a means of capturing any latent demand, which is more often than not supply led. For example the Council could put in place a Local Development Order (LDO) to encourage the conversion of vacant properties to office use

The Council could also explore ways of stimulating demand through economic initiatives. For example the Council could explore the feasibility of a town centre Growth Zone similar to Bradford.

These and other non-direct forms of intervention are considered in greater detail later.

3.1.2 Non Food Retail

Halifax has a slightly below average volume and quality of retail provision relative to the size and affluence of its shopping population. White Young Green's Retail Needs Assessment (2009) identified that Halifax's town centre comparison goods retail offer was significantly below the national average in terms of both the number of outlets and floorspace. The study also identified a high proportion of smaller retail units in the town centre, with 51.6% of the shops being smaller than 93sq.m (1,000sq.ft), compared with a UK average of 39.1%. These smaller units are not compatible with the majority of modern national retailer requirements, many of whom are now seeking units over 929sq.m (10,000sq.ft).

The Retail Needs Assessment and the Core Strategy Refined Issues and Options (January 2011)² also identified that Halifax had declined in the national retail rankings between the period 2004 to 2008, which was directly linked to a lack of:

- Key anchor retailers;
- Appropriate retail outlets for perspective retailers; and
- High quality large retail units.

PMA indicates that town centre retail floor space in Halifax is estimated at 78,965sq.m (850,000sq.ft). The prime town centre retail pitch is The Woolshops Shopping Centre, which provides around 21,163sq.m (227,714sq.ft) of floorspace. The scheme is anchored by Marks and Spencer and other retailers include TopShop/Topman, River Island, New Look, Mothercare, Boots and WHSmith.

Market Street is also a busy pitch and has a number of national operators which include Boots, Poundland, Shoe Zone, Dorothy Perkins and a Tesco Metro.

The Westgate Arcade provides an attractive covered street scene which is home to a number of local / independent operators. This offer is complementary to the main town centre.

The Borough Market also provides a focus for the town centre based around the streets of Southgate, Cornmarket and Russell Street where Wilkinson's, Listers Jewellers, Burtons, Clarks and McDonalds are represented.

Prime rents within the town have reached circa £968psm (£90psf) Zone A, which are 10% below the pre-recession peak of £1,076psm (£100psf) Zone A. Prime yields in Halifax are thought to be around 7% and are 250 basis points above the pre-recession peak. We understand the Woolshops Shopping Centre was put to the market a few years ago at a quoting price of circa £40m, which reflected a net initial yield of 7.25%, but the sale was eventually withdrawn due to a lack of interest.

The town centre is typically characterised by listed / historic buildings which are not suitable for modern retailer's requirements / purposes. In addition the compact urban form and topography issues have forced retailers to look outside of the town centre to satisfy their requirements.

In terms of the out of town retail offer the supply is estimated, by PMA, at 43,570sq.m (469,000sq.ft), ranking the town 142 of the PROMIS Centres with overall provision of floorspace around the PROMIS average, although this varies across key goods categories. Some categories are over represented³ particularly electrical and fashion / other high street goods. In contrast, child / sport, other bulky and furniture goods are under-represented on this basis.

Around 44% of the out of town floorspace is on retail parks, which is slightly below the PROMIS average. The principal retail parks within Halifax include:

- The Victoria Retail Park – anchored by B&Q;
- Charlestown Road Retail Park – anchored by Next and PC World;
- Greenmount Retail Park – anchored by Argos; and
- Crossley Retail Park – anchored by Aldi, Halfords and Pets at Home.

In addition there are a number of solus (stand alone) units including B&M Homestores on Shay Syke, Matalan on Berry Lane, The Range on Pellon Lane and Wickes on Wade Street.

According to PMA, there were 8 reported requirements for Halifax, in July 2014, against an average of 13, ranking the town 102 of the PROMIS Centres. The town broadly has the expected level of demand for a town of its size and status.

However, it should be noted that many retailers do not publish requirements through these mediums, preferring to keep them confidential. Conversely other retailers will publish a requirement for most locations to gather intelligence of opportunities. As such this indicator needs to be viewed with caution.

The DTZ Economic Impact Assessment – Northgate House and the Central Library and Archive Facility (July 2012) concluded that only 58% of the major department stores, mixed goods and clothing retailers were represented in

² We note that the Council is in the process of streamlining the production of the Local Plan and will be merging the Core Strategy and Land Allocations into a single plan.

³ In terms of provision per household

Halifax town centre with their being notable absentees including Next (currently operating from out of town retail park), Primark, H&M and the major department stores (BHS, Debenhams, House of Fraser and John Lewis).

The Calderdale Retail Needs Assessment (RNA) – Population and Expenditure Update (January 2014) sets out the retail requirements / needs, in terms of new floor space, over the short (to 2014), medium (to 2019) and long term (to 2026) periods.

It states that there is no short term quantitative need for new comparison retail floorspace but there is a medium term need for up to 7,644sq.m (82,282sq.ft) of new floorspace by 2019 but this would be satisfied through recent completions and extant permissions. However, there is an unmet long term demand for between 18,559sq.m (199,774sq.ft) and 30,932sq.m (332,960sq.ft) of new floorspace by 2026.

However, the RNA does not take into account qualitative considerations. In terms of qualitative need we understand that a number of national retailers already occupy units which are smaller than their typical store size owing to a lack of available floorspace. When considered in conjunction with the challenging economic and retail landscape this is perceived as a threat to the continued vitality and viability of the town centre with retailers seeking to dispose of underperforming stores which are inconsistent with their trading formats. More over those retailers with sub optimal stores could retrench to large centres, where they can continue to service the catchment population which could lead to an accelerated decline of the town centre⁴. The DTZ economic impact assessment also concluded that there was a qualitative need to improve the quality and range of the comparison goods sector and that in the absence of any new development there is a risk that the already established leakage of consumer expenditure to the surrounding areas of Huddersfield, Bradford and Leeds would be accelerated. This will compound the decline of the town centre, as closures will reduce footfall further weakening the high street and leading to more closures/vacancies. The net impact is a spiralling decline in the town centre.

If Halifax is to compete with these centres, or at least retain its existing position it will need to diversify and improve its retail offer. This means larger units that are commensurate with modern retailer requirements.

With all new retail schemes there will inevitably be a period of 'churn' as those retailers in sub optimal stores choose to relocate to the new space on offer. This has recently been witnessed in Leeds with the opening of Trinity, which saw Next and Urban Outfitters vacating their existing premises to open new flagship stores. Next has retained their previous store and are currently operating a sales outlet but it is believed this is only a temporary measure until the lease on their old store expires. The store previously occupied by Urban Outfitters has now been occupied by JOY, who relocated from 'The Light' in Leeds.

This should settle down with time, as retailers will ultimately seek to satisfy their optimum store requirements whether this is in new space or through vacancies created in the town centre.

In satisfying these needs / requirements the Council's preference is for new retail development to be accommodated in Halifax town centre.

3.1.3 Food Retail

The grocery sector operates on a national basis (excluding London) and has proved to be one of the most active sectors during the economic and property market downturn. Broadly speaking, development and investment activity has remained strong and rental values and yields have remained stable. The 'big 4' grocers (ASDA, Morrison's, Sainsbury's and Tesco) have a collective market share of approximately 75% and operate in all of the major formats of convenience⁵, supermarket, superstore and hypermarkets⁶.

Grocers have pursued an almost cannibalistic approach to increasing their market share, and therefore company profits, by infilling their geographic coverage. Grocers are increasingly looking to smaller format stores to achieve geographic infilling. A movement towards smaller format stores, such as little Waitrose, Morrisons Local and the more established Sainsbury's Local and Tesco Express, links in with an increasing trend for shoppers to 'top up' their grocery supplies on a more regular basis and reduce the number of 'big shops' undertaken.

Indeed the floorspace race has eased off considerably with Tesco and then Sainsbury's reducing their new store opening programmes and a move more towards more traditional convenience formats. The store size reduction is the result of a shift in buyer behaviour with more consumers now purchasing 'bulky goods' on the internet rather than in store. Furthermore, announcements by Tesco that it was reducing its development pipeline and decreasing the size of its new stores may lead to a greater degree of caution being applied by developers and investors, which may in turn impact on appraisal inputs.

Meanwhile, other alternatives to big stores such as Aldi and Lidl, are expanding as their 'no-frills' offerings gain popularity among more affluent consumers. However, in a radical move that underlines the scale of the challenge facing Britain's established big grocers, Sainsbury's has teamed up with Denmark's biggest retailer, Dansk Supermarket, to build a new Netto business. Starting in the north of England fifteen stores are planned by the end of next year in a bid to challenge the fast growing Aldi and Lidl⁷.

For Netto, the Sainsbury's deal represents a return to the British high street. The business traded in the UK until 2010, when Dansk sold its 200 outlets to ASDA, which used them to open small, in-town stores. The Sainsbury's and Dansk Supermarket partnership will combine Netto's low-cost operations with Sainsbury's knowledge of UK products and property. The new stores will be different from the old format, selling more products and being bigger at about 1,000sq.m (11,000sq.ft) compared with 750sq.m (8,000sq.ft) before. If the first batch of new stores trade well, the plan is to open stores across the country.

⁵ Typical stores with a net trading area of less than 280sq.m (3,000sq.ft) open for long hours (including Sundays) and selling products from at least 8 different grocery categories

⁶ Supermarkets generally have a sales area of 280 to 2,325sq.m (3,000 to 25,000sq.ft). The PPS4 glossary of supermarkets included stores up to 2,500sq.m (26,910sq.ft) and superstores were stores above 2,500sq.m (26,910sq.ft). Although superseded by the NPPF, which no longer includes definitions, it does still use the 2,500sq.m (26,910sq.ft) size category as the impact test threshold, and therefore, this distinction is implicit. Hypermarkets are over 5,575sq.m (60,000sq.ft). All sell a broad range of mainly grocery items, non-food is also available.

⁷ Discounters are expected to see their share of the grocery market double to about 15% in the next five years as a result.

⁴ DTZ Economic Impact Assessment – Northgate House and the Central Library and Archive Facility (July 2012)

Whilst the size of new supermarkets is shrinking, reflecting the changing dynamics of the market, the big supermarket chains are still prepared to take / develop larger format space in the right location. Partly this is because operator profit margins are often higher at traditional-format stores than from convenience stores and online home deliveries. But it is also due to the fact that the physical stores form a large part of the online platform – both as a point from which goods are delivered to the home and also as ‘click-and-collect’ sites from which online orders are collected by customers. Large car parks and prominent locations make food stores natural click-and-collect destinations. In addition, where retailers do not have representation in existing stores, special click-and-collect points are emerging.

The changing shape of the supermarket sector may also create further opportunities for investors, such as ‘dark stores’. In effect these are stores without customers from which online grocery orders are fulfilled. Dark stores should have many of the same characteristics as traditional food stores: long leases, let to companies with strong balance sheets and a high land value at the end of their life.

In terms of rental values these are subject to location and catchment demand factors. Typically larger format stores (supermarkets, superstores and hypermarkets) achieve rental values in the region of £172psm to £205psm (£16psf - £19psf). Rental values for smaller format stores (convenience – budget) are typically between £129psm (£12psf) and £161psm (£15psf).

Larger format stores typically achieve investment yields of between 4.5% and 5.5%, whereas smaller format stores typically range between 5.5% and 7.5%. The yields achieved will be dependent on the catchment and the format of the store (thus impacting on its ability to trade effectively), the covenant strength and length of the lease.

In terms of demand there is already a good level of food store representation in Halifax including a Sainsbury’s, a Tesco Metro, M&S Food Hall and the Borough Market. Sainsbury’s have recently invested in their Wade Street premises by extending their existing store and car parking provision.

We understand that Tesco were the targeted tenants for the redeveloped Pennine Shopping Centre but have subsequently withdrawn from the scheme in line with the company’s reduced programme of store openings.

In terms of actual capacity the Retail Needs Assessment (update 2014) has identified a potential unmet need for between 2,013sq.m and 4,821sq.m (21,668sq.ft and 51,895sq.ft) in 2014 rising to between 2,476sq.m and 5,927sq.m (26,652sq.ft and 63,800sq.ft) in 2019 and 3,408sq.m to 8,161sq.m (36,685sq.ft and 87,847sq.ft) in 2026.

The Council’s preference is for new retail space to be accommodated and supported in Halifax Town Centre. However, as outlined previously, the floorspace race has eased off considerably with Tesco and then Sainsbury’s reducing their new store opening programmes and a move more towards more traditional convenience formats. There is, consequently, no perceived demand for large format convenience retail in the town centre.

However, there may be demand for small forms of convenience retail and in particular budget operators. Indeed, we understand one of the discount operators has recently expressed an interest in building a new store on the

Cripplegate site. Whilst such uses will encourage footfall into the town centre and provide the opportunity for linked trips etc. care will need to be taken to ensure they do not become car borne destinations, thus negating any town centre benefits, especially if they are accommodated on edge of centre sites such as Cripplegate. If such uses are to be accommodated on edge of centre sites it will be important to ensure that appropriate pedestrian and cycle links are created, addressing key barriers to their movements, in order to ensure people are able to access the wider town centre offer. In addition it is also imperative that the retail and leisure offer in the town centre be improved thereby actively encouraging people to make these linked trips.

3.1.4 Automotive / Car Showrooms

The automotive and roadside industry collectively covers three main property types: car dealerships, petrol stations and motorway service areas. For the purpose of this assessment we have focused on car dealerships.

The motor retail industry operates in a franchising model with vehicle manufacturers (VM’s) seldom involved in the business of car retailing and servicing. Despite this some manufacturers have utilised their blue chip covenants through head-lease and under-lease arrangements to recoup their considerable capital investment in land and buildings, creating attractive, high value investment products.

Over the last decade the sectors property network has experienced widespread reorganisation and consolidation. The UK car dealership market is undoubtedly the most sophisticated and mature in Europe, characterised by an extensive network of modern, expansive and bespoke facilities. Covenants within the marketplace include the international VM’s, but also a broad spectrum of dealer groups, from regional operators, to major plcs with turnover in excess of £1 billion.

The sector is characterised by long institutionally acceptable leases incorporating inflation – linked off fixed, upward rent reviews.

In terms of the motor retail business itself, the number of cars on the UK’s roads has more than doubled over the last 40 years and manufacturers’ product ranges have increased steadily in response to this extra capacity, with car showrooms expanding as a consequence. In general this has involved migration of facilities from town centres to peripheries as planning has been secured for quasi – retail (sui generis) operations often by promoting the sectors high employment characteristics.

The most important property considerations for an occupier when taking / looking for new premises include:

- Location – determined by factors such as prominence, visibility, arterial route, retail provision and proximity to other franchises with a similar target market.
- Lease terms – many retailers are committed to sale and leasebacks to provide better quality premises. Given the cost of acquiring and developing new sites, which has to be done in accordance with the corporate identity of the manufacturer, retailers are generally prepared to commit to 20 year plus leases. VW Group has recently announced that it will not be taking new leases, but may guarantee a dealer partners occupational lease, serving the same purpose of optimising investment value.

- Manufacturer – corporate identity remains a vital consideration. Dealerships are not built speculatively. Input towards design and layout is important, particularly ‘future proofing’ properties for extension.
- Building – there are no specific ratios for built area to external space, but most dealerships are land hungry, as external vehicle display, parking and ability to extend are essential. The majority of dealerships will be 929sq.m (10,000sq.ft) to 2,787sq.m (30,000sq.ft) and sites are typically 0.40ha (1acre) to 1ha (2.5 acres).

Due to the maturity of the sector, growth is likely to come from group merger and acquisition rather than development of competing dealerships. This should see further incidences of the top 10 groups buying up smaller businesses. Small but sound operators will become acquisition targets and investors in this area of the market could stand to benefit from covenant windfalls in the coming years.

We are aware that Dews Motor Group is seeking to consolidate their existing showrooms in Halifax onto one site. They would like enough land for a three to four car franchise / dealership and this would require a site of between 2.43ha and 2.83ha (6 and 7 acres). In this context they see Cripplegate as their ideal / only option.

3.1.5 Leisure, Restaurants and Cafes

The Council’s Town Centres Report – Qualitative Assessments (April 2012) identified that most of the main centres within Calderdale (including Halifax) were lacking in their cultural, leisure and tourism offer. However, it was accepted that the opening of Broad Street Plaza would significantly address the leisure deficiencies in Halifax. Anecdotal evidence also suggests that this scheme has satisfied the majority, if not all, of the latent demand. Despite this we believe there will still be demand from small / local traders but the scale of this demand is difficult to predict and is often ‘supply’ led. There may also be scope / demand from operators as part of a wider non-food retail led scheme but this is unlikely to be prevalent until the later stages of the plan. Such uses would be appropriate for the Cripplegate site and through the relocation of Dews would free up a key town centre site for alternative uses.

3.1.6 Hotels

In comparison to other sectors the hotel market is considered to be at a reasonably mature stage after a decade of significant expansion. This period saw a major drive to full service hotel companies becoming ‘asset tight/asset right’ through the divestment of their property interests to investors but retention of, primarily, management contracts to continue operating their hotels.

The management contract approach also played a strong role in driving growth in the full service hotel sector by supporting the creation of new hotels by developers. The limited service sector, dominated by Premier Inn and Travelodge, also expanded extensively over the past ten years but these companies focussed more on the leasing model which better suited the requirements of institutional investors.

Halifax has a number of national hotels including a Premier Inn and Travel Lodge. In addition there are also a number of small scale local budget hoteliers. In terms of further development there are a number of factors that will drive

interest and the viable delivery of hotel investment in Halifax. Development will depend on whether or not developer / operator criteria can be met, but more importantly the overall strength and growth prospects of the local hotel market. The key performance indicators relate to occupancy and in particular the Average Daily Room Rate (ADR) and Revenue Per Available Room (RevPAR). These are the key performance metrics which underpin viability and performance in the hotel sector. If these are weak the demand for further development will also be weak.

We have no information relating to these indicators in Halifax and, therefore, are unable to quantify if there is any demand / capacity for further hotel development in the town centre. This said we are aware that the Council has recently received interest in the Cow Green Car Park for a new hotel but at the current point in time details are limited and of a confidential nature. In addition Eureka!, as part of their masterplan, is also proposing to develop a new ‘family hotel’.

Despite this perceived demand new schemes may not actually be delivered. A key area ‘holding’ up developments at the current point in time is the lack of bank finance – there are only a handful of schemes being developed in the UK which do not have an element of bank finance (London being the exception). For schemes to progress in Halifax the flow of development equity is an important factor. This financial ‘log jam’ is yet to be unlocked in the UK regional market which is reducing the number of delivered hotel schemes. This is likely to continue to be the case over the short term.

Within this context hotels are not considered to be a major component of the town centre Delivery Plan. However, such uses are considered to be an important town centre use and will help underpin the vitality and viability of the town centre. It is likely that over the life of the plan proposals will come forward (such as those at Cow Green and Eureka!) and wherever possible these should be supported by the Council.

3.1.7 Eureka!

Eureka! is a National Children’s Museum that inspires children to find out about themselves and the world around them through a range of hands on exhibits. Eureka! has been working to create a masterplan setting out how the site could develop which supports the future strategic vision for Halifax.

The plans open up the museum site to improve the physical connections with the town, the station and Piece Hall thereby enabling its 250,000 annual visitors to enjoy the numerous attractions Halifax has to offer. There are also plans for a new hotel and the reinstatement of the 1855 building into the main train station building for Halifax.

The town centre masterplan should be respectful of Eureka!’s plans and work with the charity to help them achieve their long term aspirations, further strengthening the museums role as a regional attractor. These aspirations include a desire to appeal to a broader age group, encourage longer stays and increase their commercial offering. Pivotal to the success of these outcomes depends on a willingness to vacate the 1855 building and explore more commercial opportunities around a larger station directly abutting the Eureka! site footprint.

3.1.8 Halifax Swimming Pool and Leisure Centre

The two main sports assets in the town centre are Halifax Swimming Pool and North Bridge Leisure Centre, which operate from separate buildings. Neither facility offers the type of flexible, adaptable space that can accommodate a wide range of activities. Both properties also have severe maintenance liabilities and the future of these facilities has been the subject of discussion for a number of years.

Halifax Swimming Pool is now in a poor condition. The swimming pool no longer meets the needs of modern leisure requirements, has a dated interior and exterior and is in need of major refurbishment to the pool tank, exterior building fabric and has an extensive general maintenance backlog.

In summary, to maintain the two existing facilities as they are on their current sites, undertaking essential maintenance at Halifax Pool (before general refurbishment / updating) and making NBLC fit for purpose will require an investment of around £12m. The cost to build a new combined facility is estimated at £12.6m. In this context the Council believe there is value in considering the sale of at least the Halifax Swimming Pool site and building a combined swimming pool / sports hall facility rather than investing a similar level of investment into the current separate facilities that would then need additional investment in upgrading facilities offered and continue running inefficiently with duplicate plant etc.

3.1.9 Residential

Whilst a number of conversion schemes have been completed in the town centre there remains a significant amount of disused or underused floorspace over many shops and business premises.

The Council's objective of bringing empty or underused property back into use is underpinned by Housing Service's Empty Properties Strategy. Such space is often no longer required in connection with the use of the ground floor and could, if brought back into use, provide a valuable source of residential accommodation. This would add to the housing stock in the Borough as well as providing a range of other benefits, such as bringing life back into town centre and reducing crime, thereby making the town centre safer and more attractive.

Other benefits include generating environmental improvements and enhancing the conservation of the built environment.

Anecdotally there is a perceived demand for high quality accommodation / apartments targeted specifically towards the employees at Lloyds and Dean Clough, although this does not correlate with the general apathy from residential developers to construct apartments in the current market. We are also aware that Countrywide previously expressed an interest in acquiring the Cripplegate site for residential development but we believe this was pre-recession and it is not known whether this interest is still live /active.

The average property prices and rental values in the town centre are summarised below respectively.

Property Type	1 bed	2 beds	3 bed	4 bed
Houses	£371pcm	£418pcm	£496pcm	£550pcm
Flats	£405pcm	£463pcm	£459pcm	-
All	£397pcm	£440pcm	£494pcm	£550pcm

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Property Type	Average Current Value	Avg. £per sq.ft	Average # beds	Average price last 12 months
Detached	£258,817	£169	4.1	£223,676
Semi Detached	£151,438	£141	3.6	£155,172
Terraced	£81,654	£118	3.0	£80,501
Flats	£121,031	£167	1.8	£138,192

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Based on these values traditional residential development (housing) is viable within the town centre but apartment schemes are not. However, the most logical site for new residential development (housing) is Cripplegate and we know this site is contaminated with initial estimates of remediation at £950,000 (this level of remediation would deliver soils to a clean-up target suitable for mixed end use). When these costs are taken into consideration development becomes unviable.

Residential is a key piece of the jigsaw in terms of underpinning the vitality and viability of Halifax town centre. However, in order to encourage town centre living the town centre will need to provide prospective residents with key infrastructure. This could take the form of social facilities such as doctors, dentists and health care facilities but also an improved retail and leisure offer. Residents will not be drawn to the town or encouraged to stay if their quality of life experience is poor. Another factor which may be impeding town centre living is the relative proximity of affordable housing on the periphery / edge of the town centre.

3.1.10 Education

Skills Exchange

The Council has advised that there is a strong evidence base to support the need for high tech skills support for manufacturing, engineering and associated technologies for business.

The emerging thinking is to address this skills and training gap by providing a facility, linked to both Huddersfield University and Calderdale College. The centre would be located in Calderdale but would be closely affiliated with the 3M BIC Centre. There is strong political support for taking this project forward, but further work needs to be done to develop the concept, the business model and identify funding for the capital and revenue costs.

The main physical requirement for this facility is that it must be accommodated within the town centre, be highly visible and have vibrant surroundings.

New 6th Form College

There is also the option to co-locate the Skills Exchange' with a new 6th form college creating a new town centre education campus. The ideal location for the 6th form college would be close to transport links in a town centre location.

3.2 Spatial

The support and enabling of appropriate development opportunities, as outlined in section 3.1 can play a key role in change for the town. Equally as important are the considerations for social and cultural improvement under section 3.3 and transport interventions outlined in 3.4 of this document.

However, in addition to this, the creation of a high quality coherent public realm for the town centre, that showcases its assets to its inhabitants and visitors alike and that supports and enhances opportunities for further development and economic activity in the town can act as a catalyst for change.

The improvement of public realm can be beneficial in a number of ways:

- It has the potential to attract funding as part of the wider highways works identified with in this study.
- It can provide increased and better quality connectivity between the assets within the town centre.
- It can put in place a structure for sustainable growth of the town centre, improving the connection between currently fragmented, peripheral parts of the town centre and its core.
- It is a highly visible intervention that can demonstrate a confidence in the town and a commitment to its future growth.

Calderdale Council's 2006 evaluation report on a range of highway projects for the town centre identifies a number of qualitative and quantitative improvements to the town centre, including improved take-up of commercial floor space and improved scores for user and business perceptions.

It is important that any proposals are viable and informed, and is sufficiently flexible to accommodate the inevitable changes in the future.

Diagram 4 outlines the broad principles behind the expansion of the town centre's urban structure.

3.3 Social/cultural

The focus of this study has been to consider the public realm elements in and around the town centre and how improved access will in turn enhance the visibility of existing assets rather than to intervene in the actual provision of social and cultural elements.

Housing growth within Calderdale will undoubtedly increase demand on the town centre but only if the offering is appropriate, otherwise visitors will travel further afield.

Improved public realm connections, paired with a coordinated marketing campaign could support, promote and secure the town's social and cultural offer for local residents and visitors alike.

3.4 Connectivity

Possibly the most significant driver of change in terms of connectivity is the recent confirmation of the WY+TF allocation for the Leeds City Region. As part of the package of investments, the Government agreed a Local Growth Deal in July 2014 that will provide £180 million over six years (2015/16 to 2020/21) to support the WY+TF. This agreement could be worth up to £600 million over 20 years, dependent on the economic impact of local investments which, when combined with local commitments, could deliver a £1 billion Transport Fund in the City Region.

Within the WY+TF, a number of priority projects have been identified for implementation within the initial 20 year period. Two of these are of direct relevance to Halifax Town Centre:

- A629 Halifax Town Centre; and
- Halifax Station Gateway.

The first of these, a sub-project of a larger package of improvements on the corridor between Halifax and Huddersfield, is designed to improve highway efficiency on the approach to Halifax and within the town centre, which would facilitate improvements in local economic and employment opportunities plus reducing congestion.

The purpose of Halifax Station Gateway project is to improve the appeal and uptake of rail travel for journeys to and from Halifax, attracting new journeys to the rail network and encouraging those making existing journeys to switch mode from car to train. The creation of a more attractive 'gateway' between rail services and the town centre, together with resulting reductions in highway congestion, will facilitate the realisation of Council's economic growth ambitions, making Halifax and the wider District a more attractive place in which to invest, work and visit. The Station Gateway project also includes the aspiration to re-open the 3rd platform and bring the 1855 building back into use for railway-related uses.

Initial work was undertaken on the scope of the measures within each of these projects to allow both to be appraised when the WY+TF was being assembled. This work suggested a cost of £57.1 million for the A629 Town Centre improvements and a contribution of around £5 million to the Station Gateway

project from the WY+TF. This funding was initially allocated between 2016 and 2022 within the WY+TF programme.

An investment of this magnitude in transport improvements across the town centre, as well as focusing on the railway station, can only add to the potential to support the economic opportunities afforded by existing and future town centre assets. In developing both the scope and timing of the measures that comprise the two schemes further, it will be vital to understand what sort of measures can address the perceived weaknesses of the transport network, including congestion, through traffic, severance, public transport accessibility and the poor 'gateway' impact, whilst supporting the identified opportunities.

Beyond the WY+TF, investment opportunities to support sustainable travel in and around the town centre will arise through competitive bidding rounds for central Government funding. Two of the most appropriate are the Local Sustainable Transport Fund (LSTF) and the Local Pinch Points Fund.

LSTF schemes are aimed at promoting sustainable modes of travel and contributing to economic and environmental objectives, and it may be possible to develop a supporting Halifax Town Centre package if there are any future bidding rounds. An early scheme could be one based around enhancing the existing cycle links, building on the legacy of the Tour de France Grand Depart in 2014.

Similarly, future bidding rounds for the Local Pinch Point Fund, aimed at small scale traffic improvements to support economic development, may be suitable for some of the junctions on the local highway network that could constrain growth in the future outside of the WY+TF investment. The Council already has a pinch point scheme in development on the A58 at Hipperholme Crossroads, and junctions such as those at Stump Cross may be candidates for any future round.

In terms of the rail network, the current funding period for Network Rail (Control Period 5 – 2014 to 2019) includes some improvements to signalling and line speeds along the Calder Valley line, essentially in advance of additional trains using the line during the electrification of the line between York and Manchester Piccadilly. Although these improvements have no direct impact on Halifax station, there may be a possibility of combining the development work on these schemes with the next stage of the Station Gateway project, principally the re-opening of the 3rd platform to provide additional capacity and turn-back facilities.

Control Period 6 (2019 to 2024) will see further electrification of the rail network in the North of England, and the Calder Valley line is one that could be included within the next package of schemes. An outline business case on proposals for the Calder Valley line found the best performing timetable specification could generate an additional 0.6million rail trips per annum, equating to an £1.7million in additional revenue. The resulting business case for infrastructure, timetable and rolling stock improvements has been found to offer good value for money, with a benefit to cost ratio of 3.72:1.

Drawing on these drivers of change, it was considered that there were a number of principles for how connectivity improvements should be approached within the Delivery Plan:



- Use the transport improvements to facilitate an enlarged town centre core area;
- Develop strong links between existing attractions across the town centre, prioritising pedestrian movements where these intercept highway links;
- Provide opportunities for creation of better connections/additional development plots through selective land acquisition and demolition;
- Provide flexibility to deliver improvements in phases within an overall improvement scheme, linked to development build-out;
- Provide a 'design guide' for use as other sites come forward around town centre; and
- Enable additional sources of funding to be sought where possible.

3.5 Wider Context

The Strategic Economic Plans of both the Leeds and Manchester City Regions aim for a significant level of job creation over the next 10-20 years, and Halifax's position between the two cities and their hinterlands gives it a real opportunity to support growth in housing and supply chain employment as well as growing the existing businesses and attractions within the town centre.

3.6 Summary table of opportunities and threats

Opportunities	Threats
Identified WY+TF priority projects can be used to support the identified priority projects	Some doubt to the WY+TF beyond 2021 Release of funding for subsequent phases and schemes dependent on demonstrating success of 'early wins' – critical that any prioritised investment evidences tangible benefits from outset
Additional funding, including rail industry schemes, can be drawn in to add value and accelerate delivery	Current lack of coherent vision risks investment and development occurring in a fragmented and uncoordinated way, compromising the town centre's ability to maximise its future growth potential.
Promote Halifax as a housing growth area to support growth of Leeds and Manchester centres	Proximity to competing centres (Bradford, Huddersfield, Leeds, etc) risks leakage of growth potential, investors, footfall, etc.
Improvement of public realm within town centre can play a part in promotion of the town for development and growth	
Significant Local Plan housing growth planned to the north of the town has the potential to increase flows into and through the town centre, as the economic and public transport hub of the wider District	
SEP funding for site clearance and preparation?	
Number of landmark development opportunities e.g. that could act as catalysts for wider regeneration e.g. Northgate House	
Development aspirations of key stakeholders – Eureka!	
Potential for Halifax as being a 'bridging location' between Manchester and Leeds	

4 Achieving the Vision

Within this section of the report we set out the Vision for Halifax town centre and a series of key objectives for achieving this vision.

The vision has been taken from the Council's Local Economic Assessment 2011

"Our vision is for Calderdale to be an attractive place where people are prosperous, healthy and safe, supported by excellent services and a place where we value everyone being different and through our actions demonstrate that everyone matters."

4.1 Objectives

The objectives outlined below have been developed in consultation with Calderdale Council and are underpinned by strategic vision. We have set out the means in which these objectives can be achieved under section 4.2.

1 Unlocking sites to attract investment

Halifax's on-going economic health and sense of community must address the needs of those living in Halifax and working further afield and of those visiting the town from the wider area for work or leisure.

The economic analysis carried out as part of this commission has indicated that the viability for development of many building types, both private and public, is marginal at best.

One area in which intervention can potentially be made to influence this is the improvement of the quality of access into and within the town centre. An improved transport and public realm network can improve visibility, accessibility and identity throughout the town and can frame a series of development opportunities that can work in coordination with this.

The importance of transport and connectivity to unlocking sites cannot be underestimated, as was one of the principal benefits of the town centre transport improvements that were included within the WY+TF package. This not only applies to access to and from the site by all modes of transport, but also how the site itself is laid out, configured and developed in order to support some of the other objectives identified for the town centre.

2 Attracting people to spend more time in Halifax town centre, creating vibrancy and buzz

A thriving town centre will include a rich mix of uses, including commercial, retail, cultural, leisure, education and residential. The most successful and sustainable way for such a mix to evolve will be via a balance of entrepreneurial vision and risk taking and of provision of shared amenities.

A range of interventions can be considered to address this, including improvement of the public realm to encourage footfall into the town centre from its periphery and within the town centre, and support for the refurbishment of existing property and development of new accommodation to expand the offer of facilities within the town centre. This can create a virtuous circle whereby a town centre offer of increased quality and variety attracts more footfall and increased footfall encourages increased investment in town centre businesses.

3 Providing commercial accommodation to support existing business and encourage growth

Halifax town centre has a limited stock of quality commercial premises (offices and retail) and if it is to compete with other regional towns and cities and attract inward investment it will need to address the quality of its existing accommodation in the town centre, particularly the retail offer.

Without addressing this issue the vitality and viability of the town centre is under threat with retailers likely to dispose of underperforming stores which are inconsistent with their trading formats. This will further accelerate the decline of the town centre, as closures will reduce footfall further weakening the high street and leading to more closures / vacancies. If the high street is declining this will further deter commercial / office occupiers.

4 Giving greater recognition to Halifax's heritage status

Halifax's historic urban structure has remained largely intact and has resulted in a town centre that is compact and legible, with varied active frontage and a range of property, including highly distinctive and valuable community and architectural assets such as the Borough Market and the Piece Hall, as well as a range of historical and contemporary buildings of varying quality.

The town's historic buildings should support a high quality, distinctive environment and measures should be taken to ensure that these buildings are an asset to the town rather than restricting contemporary development that would enhance the town. Detailed building by building heritage assessments would identify those buildings that benefit the town and those that do not. Such an approach can provide justification for refurbishment or replacement as appropriate.

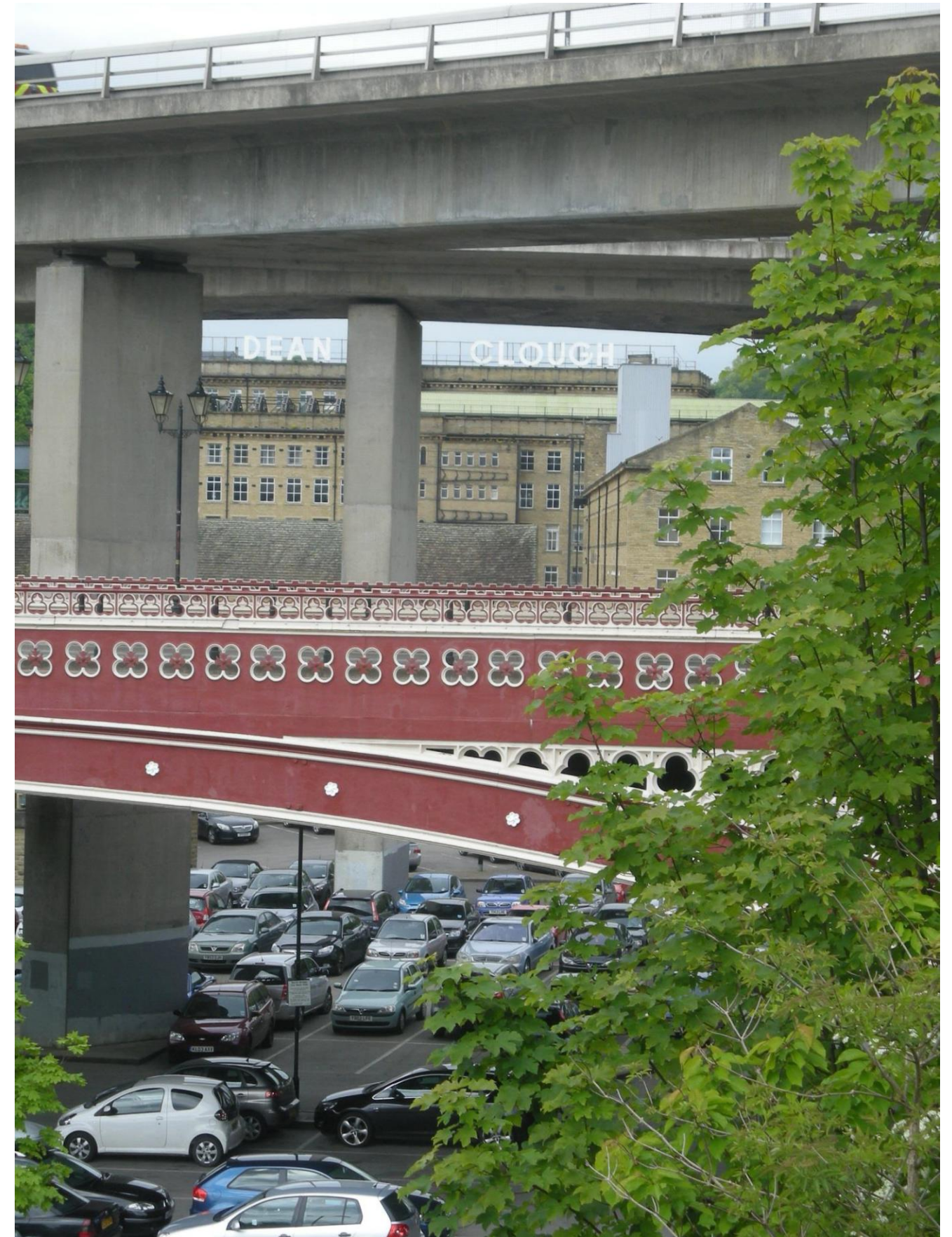
5 Broadening Halifax's social and cultural offer

This objective follows on to some extent from Objective 2, with the added benefit of building on a sense of identity and community for the town. The town has a distinct cultural offer at present as outlined in section 2.4. The enhancement of this provision must ultimately grow from the community itself, be demand-led, and must address the practical issues of capital and revenue funding. However, it would be beneficial to develop a strategy to promote the town's cultural offer and make it more visible and accessible to Halifax's inhabitants and to those further afield. This may involve a marketing branding strategy to make the town cultural offer more visible to visitors. Measures to improve visibility to a wider audience needs to be considered alongside physical measures such as signage and wayfinding as part of a coordinated strategy for the town.

6 Providing space to support skills and education

The provision of high quality education can be seen as a benefit in itself, but also can support and enhance the economic activity across the borough. Stakeholders consulted for this study have identified the skills of the local workforce as a factor in the location of their businesses in Halifax. In some sectors, such as high tech manufacturing, there has been identified a need for business and education to work closely together to ensure that cutting edge skills are developed locally to support fast-moving technological change.

The provision of education establishments within the town centre can add to and complement the mix of uses in Halifax, supporting the vibrancy of urban life.



5 A Viable Future

5.1 Economic

Drawing on the findings from the previous assessment we have created a series of evidenced based projects / interventions. These consider a range of property, transport and public realm interventions that have the potential to act as a catalyst for the transformation of Halifax town centre, capitalising on the investments already being progressed by the Council and the funds being made available through the West Yorkshire Transport Fund.

The key projects / interventions are set out below.

5.1.1 Economic Interventions

1 Northgate House and Surroundings

Northgate House which includes the Library & Archive service has been identified by the Council as an asset they are actively seeking to dispose of. The reason being that these buildings are in a poor state of repair, inefficient to run and in need of refurbishment. A new Library & Archive facility is already being constructed adjacent to the Piece Hall restoration and with the recent rationalisation of the Council's estate which has led to the refurbishment of Westgate House and other buildings, Northgate House has become surplus to requirements. Plans are already in motion to vacate the site by 2016 and demolish ready for redevelopment.

As outlined previously there is a qualitative need to improve the retail offer to address the deficiencies in the range and quality of the comparison goods sector in Halifax town centre. Previous work undertaken by DTZ has identified the site of Northgate House as being suitable for retail development as it is in a prime location that will be able to forge better linkages with the Broad Street Plaza leisure development and Woolshops creating a desirable retail and leisure circuit. This also looks to address the need for improving the retail offer within Halifax which has been noted under previous studies to be a significant weakness for the town.

There is also scope to incorporate adjacent land most notably the bus station and post office sorting depot to create a larger development opportunity. Assuming the relocation of the current activities on these sites, this cluster offers a substantial development opportunity in a key location at the northern edge of the town centre. This combined area is relatively flat and is within a limited number of ownerships and is more than capable of accommodating the long term (2026) quantitative need (30,932sq.m / 332,960sq.ft) but will need to be brought forward in phases. The obvious first phase of development would be the site of Northgate House, which is capable of accommodating approximately 9,290sq.m (100,000sq.ft) of development.

2 Cripplegate

This site is on the periphery of the town centre and offers potential for businesses that rely on passing vehicle traffic, which will be complimented by the changes to the road layout and flow of traffic. We are already aware that Dews has expressed an interest in this site to consolidate their existing showrooms in Halifax onto one site. They see Cripplegate as their only option.

In addition there may be demand for small forms of convenience retail and in particular budget operators. The most logical sites to accommodate such development (excluding the conversion of town centre premises) will be the sites on the edge of the town centre, such as Cripplegate. In fact we are aware that a developer has also expressed an interest in acquiring the site for the development of a discount / budget food store and family pub. However, if such uses are to be promoted on this site care will need to be taken to ensure the development does not simply become a car borne destination with no immediate benefits to the town centre. In this context it will be important to ensure that appropriate pedestrian and cycle links are created to the town centre, addressing key barriers to their movements, in order to ensure people are able to access the wider town centre offer. In addition it is also imperative that the retail and leisure offer in the town centre be improved thereby actively encouraging people to make these linked trips.

Countrywide also expressed an interest in this site for residential development but their interest is thought to pre date the recession and it is not known whether this is still active. The site has a number of constraints (see later) which are likely to prevent this site being brought forward for residential development.

In this context the site would be suitable for any of these uses but there are a number of issues that will need to be addressed if the site is to be brought forward for development. These are considered in Section 6.

3 New Swimming Pool and Leisure Centre

As outlined in the previous section the Council believes there is value in considering the sale of at least the Halifax Swimming Pool site and building a combined swimming pool / sports hall facility rather than investing a similar level of investment into the current separate facilities that would then need additional investment in upgrading facilities offered and continue running inefficiently with duplicate plant etc.

The possible options for a new combined facility include:

- NBLC (option A) renovate / rebuild NBLC to include a pool extension
- NBLC (option B) demolish existing facility and build a completely new combined facility
- Cow Green Multi Storey Car Park – demolish disused multi storey car park and rebuild on existing and adjacent site
- Mulcture Hall Road – develop part of a large site (part of gas holder site)
- The Shay – explore opportunities to build on land adjacent to The Shay building the leisure centre into one of the stands at the ground.

A further option might include the Council selling their existing North Bridge Leisure Centre site⁸ and relocating the new combined facility onto the adjacent Dews car showroom site. As outlined previously we are aware that Dews Motor Group has expressed an interest in relocating to the Cripplegate site but this requires further discussion between the Council and the Dews Motor Group. The advantage of the Dews site would be a better frontage for the Leisure Centre thus attracting more potential visitors and enhancing the leisure provisions within the town centre. However, we note that this site provides a considerable amount of Council car parking which provides income above and beyond the leisure centre. This would be an influencing factor for the Council to take into consideration should they decide to dispose of this site.

4 New Sixth Form College

The Council has advised that A-level results in Calderdale are below expectations, and the size and disparate nature of the existing 6th forms may play a part in this.

In this context it is considered that there may be potential benefits for young people in the region if a new 6th form college is developed in Halifax town centre. This could provide a critical mass of resources to support improved standards and provide a significant economic and cultural focus in the town.

The ideal location would be close to good public transport links in a town centre location that will assist in providing good, sustainable access for students throughout the region. The college will also help increase footfall and potential spending power in the town's shops from students and staff. Other benefits could include community use of college facilities as well as other indirect benefits to local businesses and investment in knowledge industries.

There is an option for co-location with a new Skills Centre (see below), forming a new town centre education campus. Whilst the demographics and nature of activities within each establishment is different, there are potential advantages in co-location, including sharing of resources and strengthening of identity.

5 Skills Exchange

The main physical requirement for this new facility is that it must be accommodated within the town centre, be highly visible and have vibrant surroundings as well as being able to accommodate the specific requirements of the specialised facility. Options that have been considered include:

- Nestles – a vacant building (G Mill) has been offered
- Dean Clough
- Pennine Shopping Centre
- Eureka! Car Park
- Elland Gannex Mill

The new Calderdale Skills Exchange will be a significant generator of footfall and for this reason we support a town centre location for this development. In this context the obvious sites are Pennine Shopping Centre and Eureka!. However, as outlined previous Eureka! already have an established masterplan and whilst they would undoubtedly work with the Council to facilitate a new facility on their car park land the loss of parking would be an issue for the museum and alternative parking would need to be provided.

Whilst there are proposals to redevelop the Pennine Shopping Centre, as set out earlier, we believe this scheme was designed around a new food store for Tesco who have subsequently scaled back their programme of store openings. In light of this we understand that the owners, Royal London Asset Management (RLAM), are currently seeking to dispose of this site.

This would be an ideal site for the new Skills Exchange subject to a sale being agreed with RLAM. It is a relatively large site predominantly in single ownership; it is close to major public transport facilities (i.e. Halifax Train Station and possible co location of a new bus terminus at the station) and it will generate significant footfall, which will benefit the town centre economy.

6 Borough Market

It has been identified as a priority that the Borough Market building is in need of upgrade and refurbishment.

This building lies at the heart of the town centre and is an important community asset. Interventions should focus on improved environmental and M&E performance within the market space itself, on exploration of possible re-use of the dwellings above ground floor (residential, apartment/hotel and workspace could be investigated) and on improved visibility for the offer within the market from the surrounding streets.

5.2 Spatial

Drawing on the key drivers of change and the economic priorities, it was clear that the aim of the spatial improvements, particularly in the next few years, should concentrate on the following:

- Enhancing quality of arrival within Halifax;
- Creating a better pedestrian environment within the town centre;
- Framing and enabling development opportunities within the town
- Providing better bus/rail interchange and improve pedestrian and cyclist access to the railway station;
- Improving the visual setting of the railway station within its environs, as well as connections to it from all directions;
- Allowing better penetration of the town centre by public transport;
- Facilitate easier wayfinding around the key town centre attractors;
- Reducing through traffic levels on Square Road/Winding Road, hence enabling the enlargement of the core town centre area; and

⁸This site might be suitable for a budget food store - in fact the location of this site, adjacent to the existing Sainsbury's store, might make this a particularly attractive site for a new Netto.

- Providing a better balance of traffic between the western and eastern routes around the town centre, thereby reducing existing severance.

These spatial interventions are closely linked with the measures for improved connectivity which are outlined in the following section.

5.3 Connectivity

The following should be read in conjunction with diagrams 3-8 which illustrate the interventions.

This naturally led to the following areas for further investigation when developing priority projects:

- Area around the railway station, including the Church Street/Square Road/station access junction;
- Area between Northgate and North Bridge;
- Area around the Commercial Street/Fountain Street junction;
- Square Road/Charles Street/Winding Road; and
- Bus station.

These are areas near to existing or committed attractions (and sites planned for early development), but where there is a high degree of conflict at present between different road users and trip purposes.

Having identified these areas, we considered the particular movement (by all modes) needs between individual sites, such as the railway station to the Piece Hall, the bus station to Dean Clough, Lloyds Banking Group headquarters to the railway station. Then we identified interventions that would achieve the objectives set out above, drawing on good practice elsewhere, as well as more recent design innovations for pedestrian crossings. This connectivity and mobility analysis also took account of future proposals across the town centre, and changes to housing within Calderdale that would influence travel demand and patterns.

We also considered how the design of the road layout, surfacing and street furniture can all play a significant role in helping people to navigate the town by creating clearer visual references. The initial proposals arising from our analysis show how we feel that this can be achieved in practice.

Where there was a potential conflict between the desire to improve pedestrian and public transport movements and the aim to reduce through traffic (and achieve a better balance between routes), the aim was to develop interventions where this through traffic could be routed so as to reduce such conflicts and, wherever possible, complement existing or planned land uses to fit in with other elements of the Delivery Plan.

To satisfy the A629 Town Centre scheme prioritised within the WY+TF, these would not be the exclusive measures to be pursued, but were simply envisaged as the areas on which to concentrate work within this Delivery Plan. In this way, the aim is to link the roll-out of a long term connectivity improvements to the regeneration proposals such that 'early win' schemes are identified to

complement known developments, such as the re-opening of the Piece Hall, as well as acting as templates for later schemes within the Delivery Plan and potentially opening up other development sites, such as Cripplegate.

Mindful of the need to maximise the use of the WY+TF, we also examined what elements should be brought forward early in the programme. Linked to the opening of the Piece Hall in Spring 2016, and with a mind to funding availability, regulatory processes, design requirements and land ownership, the following elements are suggested as a first phase of works within the A629 Town Centre scheme:

- Remodelling of Church Street to establish the new eastern route for through traffic around an expanded town centre core area;
- New public space adjacent to Square Chapel and new Library;
- Removal of all traffic from much of the existing rail bridge, with only disabled parking and possibly taxi pick-up/drop-off remaining along the northern edge;
- New bus stop at the lower level, immediately to the north of the existing rail bridge, together with a new walkway underneath the bridge to provide access to the existing staircase providing access between levels;
- Passenger (and possibly taxi, which will be subject to the usable area under the bridge) pick-up/drop-off facilities at the lower level, using the overhang of the existing rail bridge; and
- Revised car parking layout to north of rail bridge to retain existing parking levels for rail users, contract parking and Eureka! car park users, as well as any displaced car parking from other sites.
- Cosmetic improvements to the existing stairs between levels, linked to the new walkway underneath the rail bridge;
- Junction improvements at Horton Street, Square Road and Discovery Road, focused around enhanced pedestrian crossings, but with progression for through traffic;
- Restricted access to existing railway station bridge;
- New bus stops near to key town centre attractions on Square Road and Broad Street;
- Alterations to junctions at Church Street, Cripplegate and Bank Bottom;
- Road narrowing, pedestrian crossing improvements, footway widening and public realm works at North Bridge, linked to Dean Clough and Northgate development opportunities; and
- Initial junction improvement, footway widening and public realm works at the junction of Commercial Street and Fountain Street.

6 Delivering the Vision

Whilst the previous section sets out a series of thematic based projects it does not consider the necessary detail on delivery and project implementation.

The aim of this section is to advise on how the projects can move forward onto the development stage and to inform the respective parties of what needs to be done to achieve the sustainable regeneration of the core area at the earliest practical date.

6.1 Development Options

The land use plan identifies a series of key development opportunities/projects which all have different characteristics / issues and are at varying stages in the development process.

1 Northgate House incorporating the PO Sorting Office and Bus Station

As outlined previously there is a qualitative need to improve the retail offer in order to address the deficiencies in the range and quality of the town centre offer. In particular there is a clear shortage of larger floor plates that are required to attract the national multiple retailers. In the absence of these stores there is the continued risk that expenditure will be lost to competing centres such as Leeds, Bradford and Huddersfield, further accelerating the decline of the town centre. If Halifax is to compete with these centres, or at least retain its existing position it will need to diversify and improve its retail offer. This means larger units commensurate with modern retailer requirements. In satisfying these needs / requirements the Council's preference is for new retail development to be accommodated in Halifax town centre.

The most logical location for new retail development is Northgate House and its immediate surrounding which include the bus station and post office sorting depot. The area is relatively flat and in few ownerships. This will also add to the critical mass of retail development in this location and the site provides a logical expansion of the retail core (being adjacent to the Woolshops). The development of this site will also enable better linkages between the Broad Gate Plaza Leisure Development and the town centre.

The area is more than capable of accommodating the long term quantitative need, but will need to be brought forward in phases. The obvious first phase of development would be Northgate House. However, despite the fact that the Council recently secured funds to demolish the existing buildings and prepare the site for development, there still remains some concerns over the viability of the proposals. However with a relatively small shift in investor sentiment, it has been demonstrated that the redevelopment of Northgate House for non-food retailing could become commercially viable.

However, the only way to test for sure whether the market deems that the scheme is viable is to run a marketing exercise to test if prospective purchasers can produce an acceptable profit and land receipt now that the cost of demolition would be removed from their development appraisals. Having discussed the concept with the Council and their advisers (DTZ), we would recommend re-marketing the site to those parties who showed previous interest in buying the site.

In the event that positive land values are generated the scheme could be brought forward on a wholly commercial developer-led basis. Without remarketing the site the Council will not know for sure if stripping out the demolition costs from the appraisal will make the difference between a viable or non-viable scheme.

However, should a circumstance arise where a scheme is still not viable the Council's remaining options, in order to progress delivery, include:

- **Direct development:** The Council effectively acts as the developer, gaining planning permission, undertaking preparatory technical work, sourcing/securing tenants, appointing a main contractor and undertaking the development itself. The reason this may work is that the Council would not take a profit as a developer would (say of 20% of the total costs of the scheme) and therefore the viability of the scheme will improve substantially. The Council would be able to sell the scheme to the investment market at a point in the future, at which point the intention would be to recoup the capital invested.
- **Direct development with expert development manager:** As above, but the Council employs a developer to run the development process for a fixed return similar to a contractor's margin (say between 7.5% and 10%). This is different from a traditional developer approach in that the cost and risk of securing planning, tenants and funding still rests with the landowner (Council). The benefit of bringing in a developer to run the process is often perceived to be their expertise and experience in securing the scheme and securing occupier interest.
- **Part direct development, part investor-led:** In effect, the Council could begin the direct development process by securing planning and the anchor tenant, before taking this 'opportunity' to the funding markets for the scheme to be pre-purchased. The onus would then be on the incoming purchaser to develop out the scheme and secure further tenants/occupiers. This opportunity would need to be explored in greater detail to understand what an investor's appetite would be to funding a scheme in this way; in particular, what level of pre-let would be needed for an investor to buy into the scheme.
- **Use the Council's covenant strength to improve investment yields:** Otherwise known as a 'yield strip', essentially, this route would see the Council committing to a head-lease that would effectively guarantee the rental income to a purchaser. This could bring the investment yield to a sub 5% position, making the scheme profitable to a developer and delivering a good land value. This model is currently very attractive to pension funds and we would expect interest from these organisations to deliver the scheme directly as well as them being in the market for developers to feed into. The disadvantage of this option is that by guaranteeing the income, the Council would be liable to pay rental charges in the event units become vacant over the course of the term.

If the initial marketing exercise can be carried out in early 2015 (say a launch in February 2015), with a request for offers to be submitted in early April 2015, the Council will have a clear picture, thereafter, of whether the redevelopment of the site is viable or not. If viability is proven, the scheme can be brought forward in the short-term as the first phase of development. If the responses to the marketing exercise indicate that the redevelopment is still not commercially

viable, then the Council will be well placed to consider other routes which, in one way or another, will require direct intervention from the Council.

Clearly there are associated risks attached to any form of direct development or underwriting and it will be for the Council to decide whether this is a route it wishes to pursue.

As outlined previously consideration has been given to the acquisition of other buildings including the PO Sorting Office and bus station to enhance the potential development opportunity for investors. This has been described by DTZ as a risky option as the scale of Northgate site is already proving challenging for the market and the inclusion of more landowners could discourage the market even further.

It is recognised that the site could be brought to the market through a collaboration agreement between the parties – each party receiving their apportionment of the receipt. However, it is anticipated that each party will have differing aspirations / timescales and a phased disposal, with each party bringing forward their land interests in isolation, is more likely. If discreet land sales are the favoured approach it is recommended that an overall design brief / guide (masterplan) is provided for the combined site to ensure that the benefits of a cumulative scheme are not lost

2 Cripplegate

As outlined previously we are aware that Dews Motor Group is seeking to consolidate their existing showrooms in Halifax onto one site and see Cripplegate as their ideal / only option.

Their biggest challenge is funding and they would rather own / purchase the site and develop it themselves rather than occupy on a lease. The relocation of Dews relies on them being able to sell their existing site for a sufficient value to enable them to reinvest back into the new development on Cripplegate. They have not disclosed their 'asking price' but it is believed to be substantially more than the current market value. The Council should enter into negotiations with Dews and subject to a suitable market value being agreed the Council could acquire the site.

If the funding / acquisition issues could be resolved Cripplegate would be an ideal location for such a use. The relocation of Dews would also then free up their existing site for redevelopment. In particular this site could be a suitable alternative for the proposed new combined leisure and swimming pool facility.

The Council will need to place a time limit on any discussions and establish at an early stage if the relocation of Dews is feasible. If not alternative uses for this site should be explored. We are aware that an offer of £565,000 has been made for the site based on a discount food store and family pub but this excludes any costs of remediation (see later).

Countrywide also expressed an interest in this site for residential development but their interest is thought to pre date the recession and it is not known whether this is still active.

All of these uses are suitable for this site. However, there are a number of constraints that are currently preventing this site from being brought forward for development. In particular there are a series of legal issues associated with

existing lease arrangements with Lloyds occupation of the Councils part of this site and the regularisation of the agreement, which links into the Cow Green Car Park. These issues will need to be resolved before this site can be brought forward. This is an immediate priority for the Council.

In addition the site is also likely to be contaminated owing to the sites previous uses. In March 2009 Scott Wilson prepared a combined Phase I and II Geo Technical Site Investigation and Assessment, which identified a range of probable contaminants. The study also recommended a preliminary remediation strategy and associated costings for the Cripplegate Site. The total remediation costs were estimated at £950,000 and are likely to render most forms of development unviable on this site.

The Council could facilitate the re-development of the Cripplegate site and others like it through business rate retention. Under the scheme the Council would be able borrow (using traditional Prudential Borrowing Route) against their income within the Business Rate Retention Scheme. By way of an example the Council may decide to use prudential borrowings to remediate the Cripplegate site and repay this through the additional Business Rates as a result of development on this site.

3 Halifax Swimming Pool and Leisure Centre

We understand that the funding model for a new combined facility would be based around:

- Prudential borrowing
- Capital receipts⁹
- Sport England capital grant funding; and
- Public health funding

The Council are in the process of commissioning an Outline Business Plan which will seek to revisit Capita Symonds' 2009 report, with one key variation that alternative sites could be available and may be suitable for a combined leisure facility. As part of this brief we recommend that sites identified through the town centre masterplan, in particular the Dews Motor Group site, be considered. At the moment the Council are only considering a direct replacement of the swimming pool and have not given any thought to 'fun' in terms of water slides etc. By incorporating an element of play into the new facility this has the potential to increase its appeal and attract more visitors thus directly benefiting the town centre. It is recommended that the brief be expanded to consider the feasibility of 'play' in the new facility.

4 Borough Market

A separate study needs to be commissioned to explore what can be feasibly done similar to the exercises Leeds and Bradford have undertaken and how opportunities such as the potential to refurbish and convert the upper floors of the Borough Market into suitable residential accommodation can be explored.

⁹ The Halifax Swimming Pool site was valued in 2011 at £800k. The site covers c. 1.468 acres and (based on Archibus figures) was valued in 2011 at £700k / acre. The Council would need to demolish the swimming pool at a cost of c£227k, leading to the net value of £800k. The council may also, subject to the eventual preferred site, utilise any sale receipts from the sale of the North Bridge site.

We would suggest that the scope of the feasibility and options appraisal study to address the following:

- Spatial Design Planning
- Key Benefits Criteria
- Planning Policy & Design Guidance
- Commercial Viability Assessment
- Stakeholder Engagement

5 Education (Skills Exchange and Sixth Form College)

In Calderdale SME and Micro businesses predominate and are seen as likely to provide a major source of business development within the region. However, there is no NEI presence in Calderdale and this has meant little sustained opportunity for SME engagement with research and development, knowledge transfer and innovation. There is a communication and information failure and attempts to build a 'presence' from existing universities has not been, historically, successful due mainly to public funding constraints.

It is recognised that there is a need to extend the educational infrastructure in order to support the District's ambition to retain skills and promote higher levels of attainment.

In this context there is strong political support for taking these projects forward. However, further work needs to be done to develop the concepts, the business models/ case and identify funding for the capital and revenue costs.

6.2 Transport & Infrastructure Interventions

It is considered that the elements described will give a strong start to the overall schemes and can be delivered within the next two years – only one selected area of land/building acquisition is needed, and this plot is currently for sale – whilst having significant benefits in their own right.

It is suggested that these first phase elements be submitted to the Programme Board at the earliest opportunity, as part of the overall A629 Town Centre scheme package in line with WY+TF protocols, and that the next stage of design work commence on them immediately to inform subsequent funding requests. The design work should include localised junction modelling for Church Street/Square Road and more strategic traffic modelling of the wider A629 proposals on the western and eastern side of the town centre, along with refined cost estimates.

Following these first phases, further phases should include junction improvements around the A629 to the north and south of the railway station and further road narrowing around the western side of the town centre.

In addition to the more detailed design of the elements listed above, there are two other areas where work needs to be undertaken in parallel so as to develop a coherent package of measures.

The above list contains some reference to car parking changes at the Eureka! car park, and the design developed to date ensures that there is no loss of car parking from the number of spaces currently provided, even where that parking has been displaced. Car parking within the town centre is, and will remain, an important consideration for businesses, residents and visitors, and it will be vital that the proposed connectivity improvements do not adversely impact on car park (and servicing) access.

It will also be important to ensure that the right number (and type) of car parking spaces are provided across the town centre to support future development aspirations, and that car parking revenue is taken into account when looking at the affordability and funding of some of the improvements.

It is suggested that the Council undertake a car parking and servicing review to ensure that the interventions included in the Delivery Plan do not adversely impact upon car parking and servicing arrangements, and to ensure that any additional measures necessary with regard to car parking and servicing are identified and included in the relevant scheme packages.

The early phase of works identified some bus stop improvements near to key attractors, but one of the key aims of the A629 Town Centre scheme is to enhance public transport accessibility across the town centre. This will involve a review of the current and future routeing, new links to the railway station, and also a consideration of what could/should be done with the bus station.

Previous studies undertaken by the Combined Authority have looked at options for relocating the bus station to create an enhanced development opportunity at Northgate. However, since the last recommendation, there have been significant changes to the bus network in Halifax, borne out by the number of stands within the bus station that are now not utilised on a regular basis, and the work done for this Delivery Plan has highlighted potential new attractors around the town centre that bus operators may wish to serve directly in the future.

Reviewing the bus network, particularly cross-town buses, and possibly making more use of on-street stops around the town centre itself creates the chance to revisit the previous proposals for the relocation of the bus station and maybe allows early rationalisation of the existing site in order to create a larger footprint for development potential at Northgate.

Any changes to the bus network and the bus station need to be undertaken sympathetically and in consultation with bus operators, and drawing on best practice elsewhere. Rationalisation of the Sheffield Interchange to provide more on-street stops and mii-interchanges around the city centre enhanced penetration, increased usage within the city and allowed development to come forward on the released part of the site. Changes to the traffic patterns in Oxford allowed further pedestrianisation of the city centre with no impact on bus passengers. In both cases, operators were fully involved with the proposals as they were developed.

It is suggested that the Council request the Combined Authority to bring forward a bus accessibility study of Halifax, in partnership with the principal bus operators, to examine a preferred option for future bus routeing around the town centre (including new on-street stop locations) and options for rationalising the use of the existing bus station and/or its eventual relocation.

As noted previously, the longer term vision for the Station Gateway scheme includes the re-opening of the 3rd platform. Re-using the 3rd platform will fundamentally change how the station operates, and provide an impetus for the re-opening of the 1855 building, the additional facilities and the commercial opportunities around the station. Being able to go almost directly from the bus interchange, pick-up/drop-off point, enlarged car park and taxi rank onto the 3rd platform will also significantly enhance rail interchange, which is a key objective of WY+TF schemes.

The re-opening of the 3rd platform also prompts the possible demolition of the existing rail bridge to provide a large public square in front of the railway station and Eureka! (a scheme included in their masterplan). This in turn will require the introduction of new measures for access to the island platform as part of the new station arrangement.

It is suggested that the Council pursue the next stage of design work for the 3rd platform (GRIP3) with Network Rail, via the West Yorkshire Combined Authority, at the earliest opportunity, with a preference to have outputs from the GRIP3 study by the end of 2014.

Completing the work in this timescale is important to align with the committed works planned on the Calder Valley line, and may mean that there are opportunities to seek additional funding contributions to the Station Gateway scheme through the WY+TF if an enhanced scheme with a high level of benefit and deliverability is shown to the Programme Team early in 2015, when individual allocations are being reviewed for the next two financial years.

A decision on the 3rd platform, and the timing of its implementation, then allows a view to be taken on the future of the existing rail bridge. If the 3rd platform goes ahead, then the case for retaining the bridge becomes weak as almost all of the movements to/from the station would be concentrated at the lower level. Removing all traffic from the bridge and then removing much of the need for pedestrians to use it may well allow Network Rail to make a business case for removing a long term maintenance liability without an additional call on the WY+TF.

Should the bridge stay in situ for at least 10 years (for whatever reason), then this would suggest including additional measures within the Station Gateway package of works described above, to be submitted to the WY+TF. We would suggest this includes removal of part, or all, of the existing balustrade on the bridge, as well as extending the area adjacent to the bridge near to the new public square to provide better visibility and connectivity through to the new Library, the Piece Hall and beyond. These elements will achieve objectives of the WY+TF in reducing journey time and enhancing the gateway experience, and so are considered to be viable elements in the Station Gateway package.

6.3 Key Policy Interventions

In addition to the key development opportunities/projects set out above change can also be facilitated through a range of policy initiatives. The following examples are all relevant within the context of Halifax Town Centre.

1 Local Development Orders (LDO)

LDOs are an existing part of the planning system falling under the provisions of the Town & Country Planning Act 1990, as amended. LDOs were introduced by

the Planning and Compulsory Purchase Act 2004 and commenced in 2006 and were amended by the Planning Act 2008. The detailed legal provisions on LDOs are contained in Article 34 and Schedule 7 to the Town and Country Planning (Development Management Procedure) (England) Order 2010 which came into force in October 2010.

LDOs grant permission for the type of development specified in the Order, and by doing so, removes the need for a planning application to be made by the developer. If development complies with the requirements of the LDO it can be assumed that it can be started straight away (subject to compliance with the requirements of other legislation). The Local Planning Authority has the right to apply conditions on the LDO, similar to those that might be applied to a planning permission, to ensure that the development is acceptable in planning terms.

The Government has produced a guidance note for local authorities to support the preparation of LDOs. This advises local authorities to avoid any conditions which are not absolutely essential to make the resultant developments acceptable in planning terms.

Such orders might be appropriate in certain areas of the town centre or blanket coverage to encourage the reuse of vacant upper floor space for office and residential uses. This could tie in with other initiatives such as the Councils Empty Shops Initiative.

2 Business Rate Incentives

Similar to the Bradford City Centre Growth Zone Eligible businesses could be offered rate rebates if they demonstrate that they are creating new jobs in the town centre or if they are bringing disused space back into permanent commercial use as a result of creating new jobs they could also be offered a one off rebate to cover any increased rates bills from the new space. However, the Council would need to identify and allocate appropriate resources in order to fund such incentives. Bradford funded their incentives through the Regional Growth Fund.

3 Business Improvement District (BID)

A Business Improvement District (BID) is a business led and business funded scheme to improve a defined commercial area. They are funded through a nominal levy calculated on the rateable value of all businesses within a defined area. Although the percentage can be set higher or lower, most BIDs apply 1% or 2% levies and exempt very small ratepayers. BIDs may also choose to exclude certain businesses (i.e. Charities or specific business sectors) from paying the levy and in such circumstances they will not be permitted to vote.

Whilst the majority of income will come from the private sector, non-domestic rate-payers from the public and voluntary sector will also contribute towards the BID (unless they are exempt). The extra income from this levy can then be used to lever in more funding; for example from public sector agencies, grant bodies, sponsorship, landowners and trading income during the 5 year scheme, maximising the potential funding stream and the benefits that the BID can achieve.

The process of developing a BID involves extensive consultation with businesses to establish what improvements they want and may be prepared to pay for. A BID Proposal is then produced and a 28 day postal ballot held where businesses

vote 'for' or 'against' the proposed programme. Further details on the process at included at Appendix B.

6.4 Delivery Plan Master Programme

As mentioned in our introduction Halifax Town is undergoing a strong period of transformation with a number of significant projects coming forward through a £100M programme of proposed investment. Based on this understanding and our Delivery Plan we have prepared a programme as outlined in Appendix C, which considers a sequence of projects and interventions that can be delivered in the immediate, short, medium and long term. Note that the programme is fluid and is subject to variables such as the availability of funding, developer interest, current market conditions and availability/acquisition of land.

The highways interventions reflect the programme as agreed with the Council on 7th August 2014.

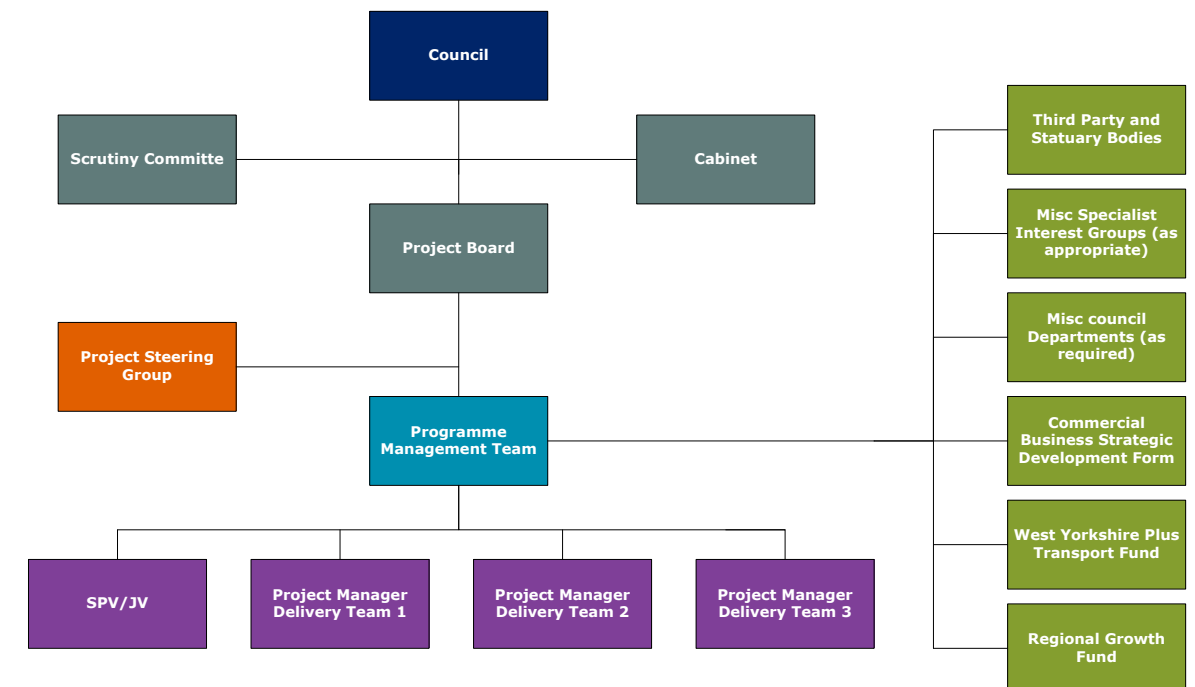
6.5 Governance & Decision Making

Once the Delivery Plan has received Council support and approval to proceed it is important to implement an appropriate Governance strategy to drive these projects forward. The purpose of this structure is to establish the following:

- Roles & responsibilities
- Accountability & advocacy
- Decision making & approval procedures
- Project control processes & communication of information
- Stakeholder engagement & management
- Support project team (Delivery Project Managers)
- Monitor progress against master delivery programme

There are many ways the Council may wish to set up the Governance structure and this will depend on how the projects are to be delivered. There may be a need to set up a consortia or special purpose vehicle, for example which may comprise of land owners, developers, contractors and key businesses whose specialist knowledge and expertise will be essential in driving these projects forward.

The following governance structure is how we foresee the management of the Delivery Plan being undertaken and is based also on our current understanding of how the Council functions as an organisation.



6.5.1 The Council

Calderdale Council comprises 51 elected Members and is the ultimate decision making authority in the Borough.

6.5.2 Cabinet

The Cabinet is given authority by the full Council to implement its policies within the agreed budget. The Cabinet has considerable freedom to make decisions about how important services are delivered and to monitor the Council's overall performance. Each year the Cabinet will propose a budget for the full Council to consider.

6.5.3 Scrutiny Panel

Calderdale Council are represented by Scrutiny Panels whose aim is to focus on driving improvement in services for the people of the borough by;

- Scrutinising decisions made and action taken by Cabinet, senior Council officer and in some circumstances, external partner organisations;
- In-depth scrutiny review of topics of particular concern to panel members;
- Ongoing overview of the performance of the Council's directorates and key partners;
- Developing ideas for service or policy improvements.

6.5.4 Project Board

The Project Board is responsible for making all key decisions with regards to the project and reviewing and assessing overall progress made, apart from those which will require Cabinet approval. It keeps an auditable record of the project, particularly key issues, and changes to the brief, project financials, meetings

attended by the project team and the decisions made. The Project Board will approve key stages and any changes to the project budget.

6.5.5 Project Steering Group

The Steering Group will act in an advisory capacity to the Project Board and Programme Management Team, providing the base to highlight issues as well as the opportunity to communicate success to the wider stakeholders. The steering group is likely to consist of Stakeholders who have a vested interest in the development of the Town Centre such as business owners, land owners and other service providers.

6.5.6 Programme Management Team

The Programme Management Team will be responsible for implementation of the overall Halifax Delivery Plan Strategy agreed by the Project Board. The team will firstly be responsible for incorporating the HDP into planning policy and then be responsible for rolling out the work streams amongst the Project Managers to deliver. They will be responsible for programming as well as financial and risk management controls. It is essential that this team has the necessary skills and expertise to oversee the delivery of the projects and ensure that the objectives are achieved.

The Programme Management Team will be required to engage, consult and manage stakeholders. Stakeholders at this level may comprise of developers, land owners, key businesses, statutory bodies and the "Commercial Business Strategic Development Forum" (as described previously in the Delivery Plan under section 4.3).

6.5.7 Delivery Project Manager Team

The Project Managers are responsible for the delivery of each project or group of projects as the Programme Management Team briefs them. The Project Manager will prepare an implementation plan outlining how their respective projects are to be delivered. This will be measured and monitored by the Programme Management Team who will need to understand the interface between the projects and any impact on time cost or quality.

6.5.8 Other Governance Procedures

Alongside the governance options for the Delivery Plan itself, the Council will need to be mindful of the governance already in place for the WY+TF and the Strategic Economic Plan/Local Growth Fund. Both have a critical role to play in making the Delivery Plan happen, and so need to be taken into account when moving forward with internal governance procedures.

6.6 Risks

We recognise that all projects carry risk and it will be important to identify these at the outset of each respective project. Risk Management is an ongoing process to monitor and identify new risks and implement the appropriate mitigation strategy.

We have prepared a risk register under Appendix D which identifies the current perceived risks to the Delivery Plan and the proposed mitigation strategies.

We have tabled below the key risks from the register which are considered to be potential barriers to delivery if they are not immediately addressed, owned and managed by the Council.

Section - Action Plan (4.2)

Risk:	The proposed mitigation strategy is:
There is a risk if Transport Funding is reduced	Continued engagement with the Transport Fund Manager/ Team. Seek other sources of funding. Emphasise the importance that the Gateway 1 submission for the A629 Town Centre Scheme is completed by March 2015 to ensure that funding from the WY+TF can be confirmed.
There is a risk if Developer Interest declines or wanes	Early and continued engagement and consultation
There is a risk if the selected Land cannot Acquired	Ongoing discreet monitoring of land usage and acquisition.
There is a risk if support/ confidence from Key Stakeholders decreases	Early and continued engagement and consultation

7 Halifax Action / Delivery Plan

Based on the previous sections we have identified a list of 34 projects, interventions and initiatives that, if implemented would contribute significantly to the achievement of the vision and key objectives. All of them make a positive contribution to at least one of the objectives towards improving the town centre as a place to live, work and play.

These projects have been prioritised based on timescales for delivery which are focused around availability of funding and a logical sequence of interventions that splits the plan into phases and what the dependencies are.

When reviewing the Delivery Plan please cross reference it with Diagram 5 and 6 the Master Programme (Appendix C).

Immediate & Short (0 - 5)

Immediate & short delivery focuses on those projects that address the key issues which provide the stimulus for unlocking sites and potential growth opportunities to expand upon in the medium and long term and capitalise on the available funding. The use of the WY+TF to bring forward spatial and connectivity improvements provides more scope (and urgency) to develop a forward timetable, as there is more certainty over the length of time likely to be required to bring schemes forward and the resource availability from the WY+TF.

Medium (5 – 10)

Delivery in the medium term should build-upon those proposals set out in the first phase of transformation such as the A629 town centre and public realm improvements.

Long Term (10 – 20)

Long term delivery builds upon the short and medium term proposals for growth and regeneration that are likely to emerge through economic and social change.

7.1 Halifax Delivery Plan Schedule

Ref	Project	Project Details	Objectives						Delivery Timescales (Years)				Delivery Risks & Dependencies	Identified Actions	
			1	2	3	4	5	6	Immediate (0-2)	Short (2 - 5)	Medium (5 - 10)	Long (10 - 20)			
1	Piece Hall Transformation	Works currently being procured with a view to starting on site October 2014		✓	✓	✓	✓	✓	✓	✓				Currently being delivered	Coordinated approach with any improvement works associated with Highways and public realm spaces to provide optimum benefit from the Piece Hall transformation
2	New Central Library	Works currently being procured with a view to starting on site October 2014		✓				✓	✓	✓					
3	Leisure Centre/ Swimming Pool Feasibility Study	The council are in the process of preparing a brief for the appointment of consultants to undertake an Outline Business Plan	✓	✓	✓			✓	✓	✓				Securing funding for the Outline Business Plan.	The feasibility of accommodating the new facility on sites identified through the delivery plan should be included within the brief. In addition it is recommended that the brief be expanded to include an appraisal of the feasibility of introducing fun/ play into the new facility.
4	Council Owned Assets Halifax Town Centre Asset Rationalisation	Certain assets within town centre to be rationalised / consolidated - 11 buildings into 5 (Westgate House, Horton Street, Princess Building, Mulcture House and The Shay)	✓		✓					✓				Timescales and resource required to undertake this activity. Review will need to be mindful of WY+TF improvement works.	Ongoing review by the Council to identify assets which are surplus and can be disposed of to improve efficiencies. Identified actions to be advised through the strategic review currently being undertaken. Council should explore linkages within this delivery plan.
5	Commercial Business Strategic Development Forum	This involves measures to set up a group consisting of council members existing landlords and developers to												Timescales and resource required to undertake this activity.	Agree who should form part of this group How it will be

Ref	Project	Project Details	Objectives					Delivery Timescales (Years)				Delivery Risks & Dependencies	Identified Actions	
		bring about ideas on how to stimulate growth for new and existing commercial enterprise around Halifax town Centre.	✓	✓	✓		✓	✓	✓					structured / frequency of meetings
6	Northgate House: Marketing and Disposal	Remarketing the site to those developers who previously showed an interest in light of the committed funding to demolition the existing buildings.	✓	✓	✓		✓							Initiate fresh marketing campaign in early 2015 (launch in February 2015 with request for offers to be submitted by April 2015).
7	Cripplegate: resolve legal & technical issues	<p>Potential for CC to redevelop, land contaminated and legal issues, subject to resolving technical, legal and ownership issues:</p> <ul style="list-style-type: none"> Lloyds utilising Calderdale site as a car park as Cow Green is not accessible. Birch Sites (National Grid Development Arm) own part of site. Calderdale Council own part of site and access strip. Site contamination 	✓									Timescales associated with resolving the issues.	Council to work with stakeholders to resolve the key issues as identified.	
8	Square Chapel: Cornerstone Project	Extension and improved facilities		✓		✓	✓	✓	✓				Public realm improvements to be mindful of other projects, i.e. public realm	Square Chapel pursuing fund raising programme
9	Cultural Quarter Promotion	Coordinated marketing to run alongside improvements to physical access and visibility via public realm improvements		✓		✓	✓	✓	✓				Proposals can be optimised through coordination of signage, wayfinding and a marketing campaign which should also be coordinated with any public realm	Scope of project identified by new governance body

Ref	Project	Project Details	Objectives					Delivery Timescales (Years)				Delivery Risks & Dependencies	Identified Actions
												works.	
10	Station Access Improvements: Phase 1 (including W05)	<p>Remove traffic from overbridge, except for disabled parking and (possibly) taxi pick-up/drop-off</p> <p>Improve car park layout to provide more spaces overall, with a new bus stop and pick-up/drop-off facilities near to the old platform</p> <p>Improve public realm under bridge and open up for pedestrian and (limited) vehicle movements</p> <p>New stairs and lift to replace existing stairs, or improvement to existing facilities</p> <p>W05: Commercial Street/Lloyds - Reconfiguration of junction to facilitate through route along Western Loop Road and operation of Bus Accessibility Improvements, Reduce width to one lane in each direction, Selective road closures to improve junction operation</p>	✓	✓		✓	✓	✓	✓			<p>Ground conditions beneath bridge prevents use of all available space.</p> <p>Subject to and in coordination with WY+TF works.</p> <p>Assumes retention of the bridge in the short term.</p>	<p>Firm up car parking proposals to confirm no loss of spaces overall.</p> <p>Determine preferred solution for movement between station levels with Network Rail.</p>
11	Eastern Highway Improvements: Phase 1 (E05-E07)	<p>E05: Station Gateway - Traffic signal improvements, Geometric change to Square Road and new traffic signal junction, New traffic signal junction with Eureka car park entrance, Priority change to facilitate through route along Eastern Loop Road, Station approach and Eureka car park changes as scheduled.</p> <p>E06: Church Street - Minimal improvements</p>	✓	✓		✓	✓	✓	✓			<p>Coordination with station access improvements.</p>	<p>E05: Council to acquire the Hughes corporation site to unlock some of the transport interventions</p> <p>E07: Need to agree access amendments with Matalan, Possible land acquisition required at Cripplegate/Bank Bottom to ease turning movements</p> <p>More detailed design</p>

Ref	Project	Project Details	Objectives						Delivery Timescales (Years)				Delivery Risks & Dependencies	Identified Actions
		E07: Lower Kirkgate - Geometric change, Change roundabout to priority, junction with through traffic along Eastern Loop Road, Amended access to Matalan car park, Priority change to facilitate through route along Eastern Loop Road												work on new junctions required
12	North Bridge Gateway	Public realm and town centre linkages, way finding to be explored. To draw footfall between Dean Clough and the town centre	✓	✓	✓	✓	✓	✓	✓				Note close coordination with Western Highway improvements. (Project No 13)	Route improvements and public realm work to be considered. Coordination and liaison with Dean Clough
13	Western Highway Improvements: Phase 1 (W11-W12)	W11: Orange Street - Minor junction improvements to facilitate through route along Western Loop Road and operation of the Bus Accessibility Improvements W12: North Bridge Gateway - Reconfiguration of junction to facilitate through route along Western Loop Road and operation of Bus Accessibility Improvements, reduce width to one lane in each direction, Improved pedestrian crossing facilities, Footway widening, Public realm improvements,	✓	✓		✓	✓	✓		✓			Note close coordination with North bridge Gate works (Project No 12)	More detailed design work on new junctions required
14	Northbridge Leisure Centre	Site to be redeveloped as a leisure centre subject to outcome of feasibility study or alternative use proposed.	✓	✓		✓	✓	✓		✓			To be determined / identified through the options / feasibility appraisal. Links to project 3 and 14	To be determined / identified through the options / feasibility appraisal. If leisure scheme then develop funding / design proposals If not leisure review in context of market assessment, but in recognition of public realm improvements

Ref	Project	Project Details	Objectives					Delivery Timescales (Years)				Delivery Risks & Dependencies	Identified Actions	
													we recommend a use suitable of its prominent location.	
15	Leisure Centre/ Swimming Pool Delivery	Redevelopment opportunity subject to leisure centre/ swimming pool review (refer to project 3)	✓	✓			✓			✓			Subject to project 3 and 14.	
16	Borough Market	Market building in need of upgrade and refurbishment. Options for upper floors to be explored - resi, apartments, retail?		✓	✓	✓	✓			✓			Regional Retail Competition (see financial section of report) Political and officer support Availability of finance Heritage status	Feasibility / options appraisal: <ul style="list-style-type: none"> • Design Brief • Funding Strategy • Project Delivery
17	Northgate House & Surroundings: Site Preparation	Demolish existing buildings in preparation for taking the site to market.	✓	✓	✓					✓			There may be a significant gap between the demolition and development phase. This could leave the Council with a vacant site in the Town Centre which could have a negative impact on business and people's perceptions.	Council to consider demolition programme aligned with a decant strategy for Northgate House. Aligned with the timescales for funding drawdown.
18	Bus Station - Relocation or Rationalisation	Relocation of bus station planned (to railway station - mix of on-street and mini-interchange possible). Implementation of Bus Accessibility Improvements proposal would free site for redevelopment Review of bus station relocation required	✓							✓			Dependent upon implementation of bus accessibility improvements under projects 10, 11 and 13.	Confirm agreement to Bus accessibility improvements proposal
19	Cow Green Car Park	Car park currently closed. Potential to develop this site											Do nothing negative impact on town centre	Review benefits of utilising this land as part of a Leisure

Ref	Project	Project Details	Objectives						Delivery Timescales (Years)				Delivery Risks & Dependencies	Identified Actions
		to enhance current leisure scheme proposals	✓	✓			✓			✓			Project 25 has potential to reduce severance impact on site.	scheme compared to existing use / disposal
20	Horton Street	Key town centre development site in private ownership (Royal London Properties).	✓							✓			Owners aspirations and timescales may conflict with the overall aims and objectives of the delivery plan. Links to project 34.	Work with existing owners to understand their aspirations for this site and the likely timescales, as appropriate. The council to act in a facilitation role to help bring this site forward for redevelopment.
21	Implementation of Eureka! Site wide Master plan	Develop an integrated approach with Eureka! for delivering outputs from this study.	✓	✓	✓	✓	✓	✓		✓			Eureka! obstruct council development plans or vice versa Proposals are linked to projects 10 and 11.	Maintain on-going dialogue with Eureka! Coordinate proposals with associated infrastructure projects.
22	Beech Hill	Funding bid submitted to demolish 3 tower blocks Review of Stanningley Road Council Depot underway. Potential for a JV with Marshalls. Potential to unlock depot as a residential development (social housing)	✓	✓	✓		✓	✓		✓			Barriers to be identified with the specific project but must be aligned to the projects as appropriate.	This is a separate project and key actions are to be identified by the Council but should be aligned with the Halifax Delivery Plan.
23	Residential Growth Strategic Development Forum	This involves measures to setup a group consisting of Council member's landlords and developers to bring about ideas on how to stimulate growth for the residential property market around Halifax Town Centre.	✓	✓		✓	✓	✓		✓				Agree who should lead and coordinate the group. Agree who should form part of this group How it will be structured / frequency of meetings

Ref	Project	Project Details	Objectives					Delivery Timescales (Years)				Delivery Risks & Dependencies	Identified Actions	
24	Eastern Highway Improvements: Phase 2 (E11-E13)	<p>Further Eastern Highway Improvements:</p> <p>E11: Sainsbury/Next - Replace roundabouts with traffic signal junctions</p> <p>E12: Charlestown Road - Minimal improvements</p> <p>E13: Roundabout - Capacity improvement on entry</p>	✓	✓		✓	✓	✓					<p>Need to agree access amendments with adjacent landowners</p> <p>Scope for improvements may be limited by junction layout and structures</p>	Ongoing as individual projects proceed in this area.
25	Western Highway Improvements: Phase 2 (W06-W10)	<p>W06: Fountain Street - One lane in each direction – minimal improvements</p> <p>W07: Bull Green - Replace roundabout with traffic signal junction, Selective road closures to improve junction operation, Improved pedestrian crossing facilities</p> <p>W08: Cow Green - Reduce width to one lane in each direction, Footway widening</p> <p>W09: Pellon Lane - Traffic signal improvements, Selective road closures to improve junction operation, Improved pedestrian crossing facilities</p> <p>W10: Broad Street - Reduce width to one lane in each direction</p>	✓	✓	✓		✓	✓			✓		<p>Need to agree access amendments with adjacent landowners</p> <p>Scope for improvements may be limited by junction layout and structures</p>	Ongoing as individual projects proceed in this area.
26	Station Access Improvements: Phase 2 (S05-S10)	<p>Bottle neck widening</p> <p>Lower balustrade</p> <p>To be pursued if the removal of the bridge is likely to be at least 10 years hence, but involve minimal encroachment on Network Rail property)</p> <p>Reinstate listed steps from 3rd platform to listed rail</p>	✓	✓	✓	✓	✓	✓			✓		<p>Understand with Combined Authority and Network Rail requirements and appetite for 3rd platform and electrification of rail line.</p> <p>Understand impact with Eureka regarding displacement of day care and other services</p>	

Ref	Project	Project Details	Objectives						Delivery Timescales (Years)				Delivery Risks & Dependencies	Identified Actions
		bridge Refurbish existing station and provide additional toilet facilities 1855 building to be brought back into use Re-open of 3 rd platform												currently offered in the 1855 building. Undertake a spatial analysis of the 1855 building understanding pedestrian flow and connectivity. Further project definition required
27	Cripplegate: Delivery	Subject to the resolution of the technical issues (refer to project 7) market the site for disposal or the Council to seek a development partner.	✓		✓						✓		Subject to legal and technical issues being resolved, refer to project 7.	To be finalised subject to the preferred disposal route.
28	Northgate House & Surroundings: Delivery	Potential for 100,000 sf ft retail	✓	✓	✓			✓			✓		Subject to successful marketing campaign linked to projects 6, 17 and 18.	
29	Nestle/Bailey Hall Factory	Potential development site which owners Nestle are keen to bring to market	✓	✓	✓	✓	✓	✓			✓		Bailey Hall is a listed property and there are issues around car parking that would need to be considered. Subject to Nestles own timescales and site aspirations.	Engage and work with Nestle.
30	Eastern Highway Improvements: Phase 3 (E01-E04)	E01: Shay/Hunger Hill - Town Centre Gateway, Geometric change, Priority change to facilitate through route along Eastern Loop Road E02: South Parade - Minimal improvements E03: New Road - Geometric change, Replace roundabout with traffic signal junction, Localised widening to ease turning movements, Retain	✓	✓	✓	✓	✓	✓			✓		Need to agree access amendments with adjacent landowners Scope for improvements may be limited by junction layout and structures	Ongoing as individual projects proceed in this area.

Ref	Project	Project Details	Objectives					Delivery Timescales (Years)				Delivery Risks & Dependencies	Identified Actions	
		one lane in each direction E04: Church Street - Minimal improvements												
31	Western Highway Improvements: Phase 3 (W01-W04)	W01: Hunger Hill - Town Centre Gateway, Reconfiguration of junction to facilitate through route along Western Loop Road W02: Skircoat Road - Reduce width to one lane in each direction W03: Prescott Street - Reconfiguration of junction to facilitate through route along Western Loop Road W04: Portland Place - Reduce width to one lane in each direction	✓	✓	✓		✓	✓			✓		Need to agree access amendments with adjacent landowners Scope for improvements may be limited by junction layout and structures	Ongoing as individual projects proceed in this area.
32	Station Access Improvements: Phase 3	Station square New link to upper level Above to be pursued following demolition of the overbridge	✓	✓	✓		✓	✓			✓		This project is dependent on the agreement of a 3rd platform.	Discussions to be held around access, building use, level changes and public space to ensure that the parameters for design are robust
33	Opportunities for Urban Heat Networks	Measures for the Council to explore heat networks around Halifax to incentivise / stimulate development through subsidised rents	✓	✓	✓		✓	✓			✓			Confirm what funding / grants are available Select appropriate sites to trial this technology
34	Opportunities for 6 th Form College / Skills & Training Centre	Opportunity for new education campus incorporating a new sixth form college and skills exchange.		✓	✓		✓	✓			✓		To be determined when working up the business case.	Further work needs to be done to develop the concepts, the business models/case and identify funding for the capital and revenue costs.

8 Next Steps

The premise of this commission has been to identify a set of deliverable proposals that build upon the success the Council has achieved to date with existing schemes and enable maximum benefits to be leveraged from committed investment to stimulate future growth that would not otherwise be achievable.

We recognise the Council needs to embrace the recommendations put forward within the Delivery Plan, however we would strongly suggest that the proposals are re-evaluated at key milestones to reflect changing ambitions and market conditions.

At this point in time there are a number of key projects and activities over the following six months that we deem to be the catalyst in delivering the objectives outlined by the Council's strategic vision.

These are:

- Address the key risks and implement the mitigation strategies
 - Review the disposal strategy and remarket the site of Northgate House
 - Complete / commission the leisure centres feasibility study / options appraisal
 - Set up the Commercial Business Strategic Development Forum
 - Resolve the legal issues on the Cripplegate site
 - Promote the cultural quarter
 - To commission marketing specialists to deliver a campaign for retail development
 - Evaluate the viability of Cripplegate site and engage with Dews Corporation regarding potential land swap agreement.
 - Facilitate the creation of the Commercial Business Strategic Development forum
 - To commission a feasibility study for the Leisure Centre and land options appraisal.
 - Procure the next stage of design work for the A629 Town Centre scheme, including localised junction modelling for Church Street/Square Road and more strategic traffic modelling of the wider proposals;
 - Commission a Car Parking and Access Servicing Strategy;
 - Request that the Combined Authority commission a bus accessibility study to examine a preferred option for future bus routing around the town centre and options for rationalising the use of the existing bus station;
 - Pursue the next stage of design work for the 3rd platform (GRIP3) with Network Rail at the earliest opportunity, with a preference to have outputs from the GRIP3 study by the end of 2014;
- Bring all of the above together in a Gateway 1 submission for the WY+TF Programme Team, to be submitted by the end of March 2015.



Diagrams

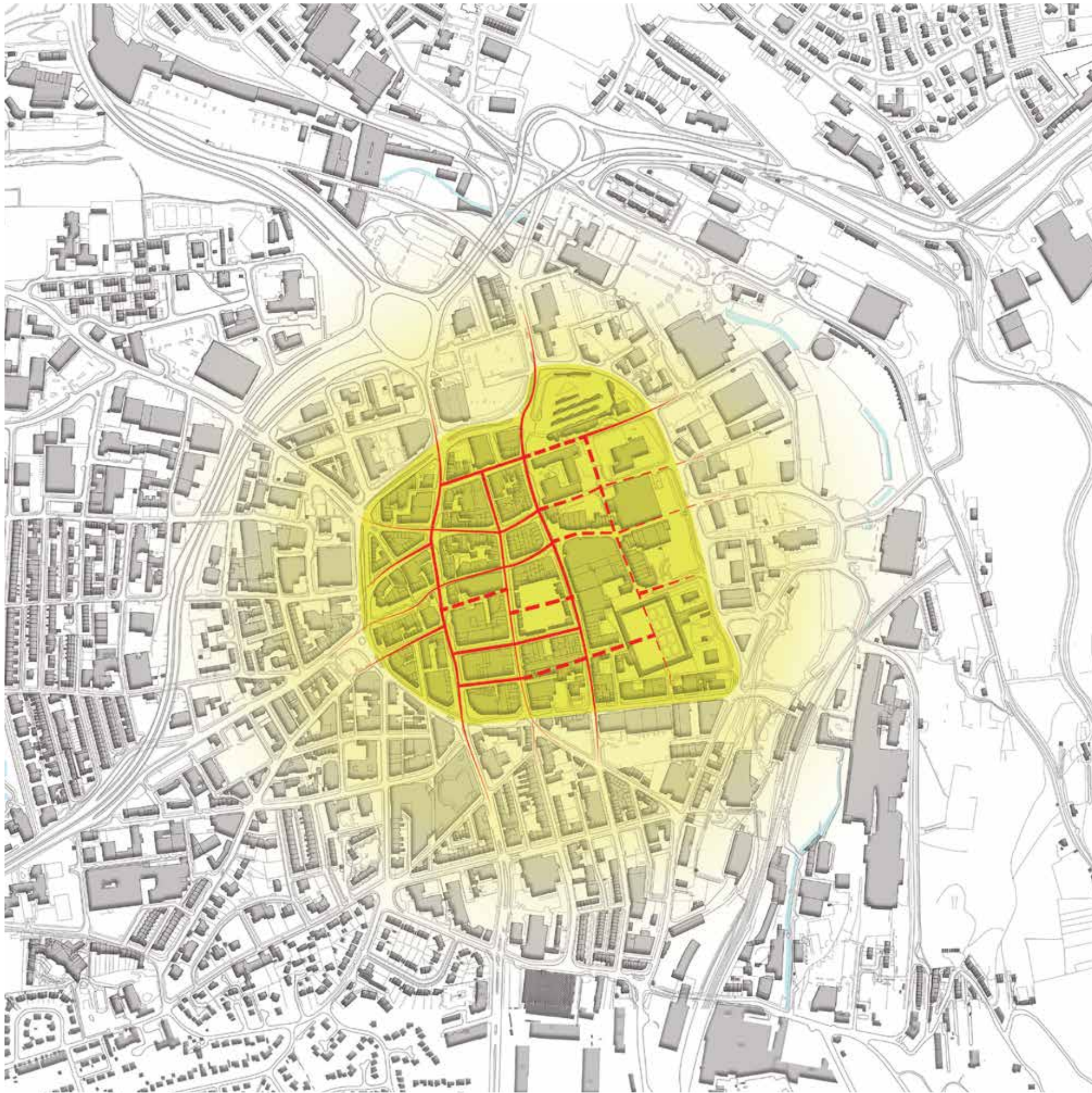


Diagram 1 - Existing Spatial Analysis

The town has a coherent historical core, but highways separate this from the outer sections of the town centre.

North and east areas are fragmented and underdeveloped.

Connectivity to outlying town assets including station and Dean Clough is poor.

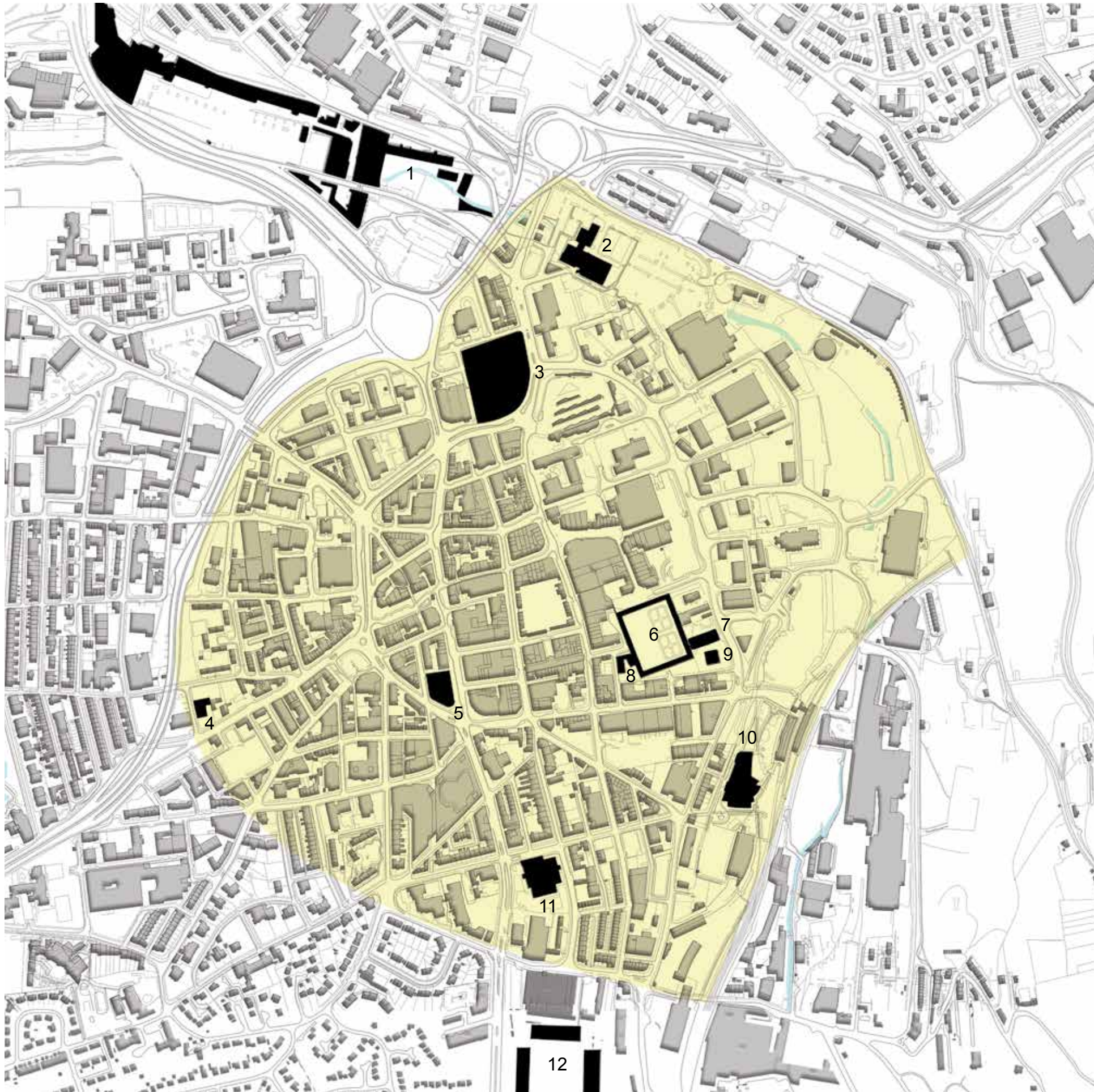





Diagram 2 - Social and Cultural Provision

1. Dean Clough - performance space, gallery, retail, restaurants
2. Leisure Centre
3. Broad Street - cinema, restaurants
4. Playhouse Theatre
5. Victoria Theatre
6. Piece Hall - retail, restaurants
7. New Library
8. Orangebox - young people's space
9. Square Chapel - performance space
10. Eureka! - National Children's Museum
11. Swimming Pool
12. The Shay - sport



Diagram 3 - Routes In and Out of Town Centre

-  Town Centre periphery route
-  Town Centre routes
-  Town Centre 'Gateway'

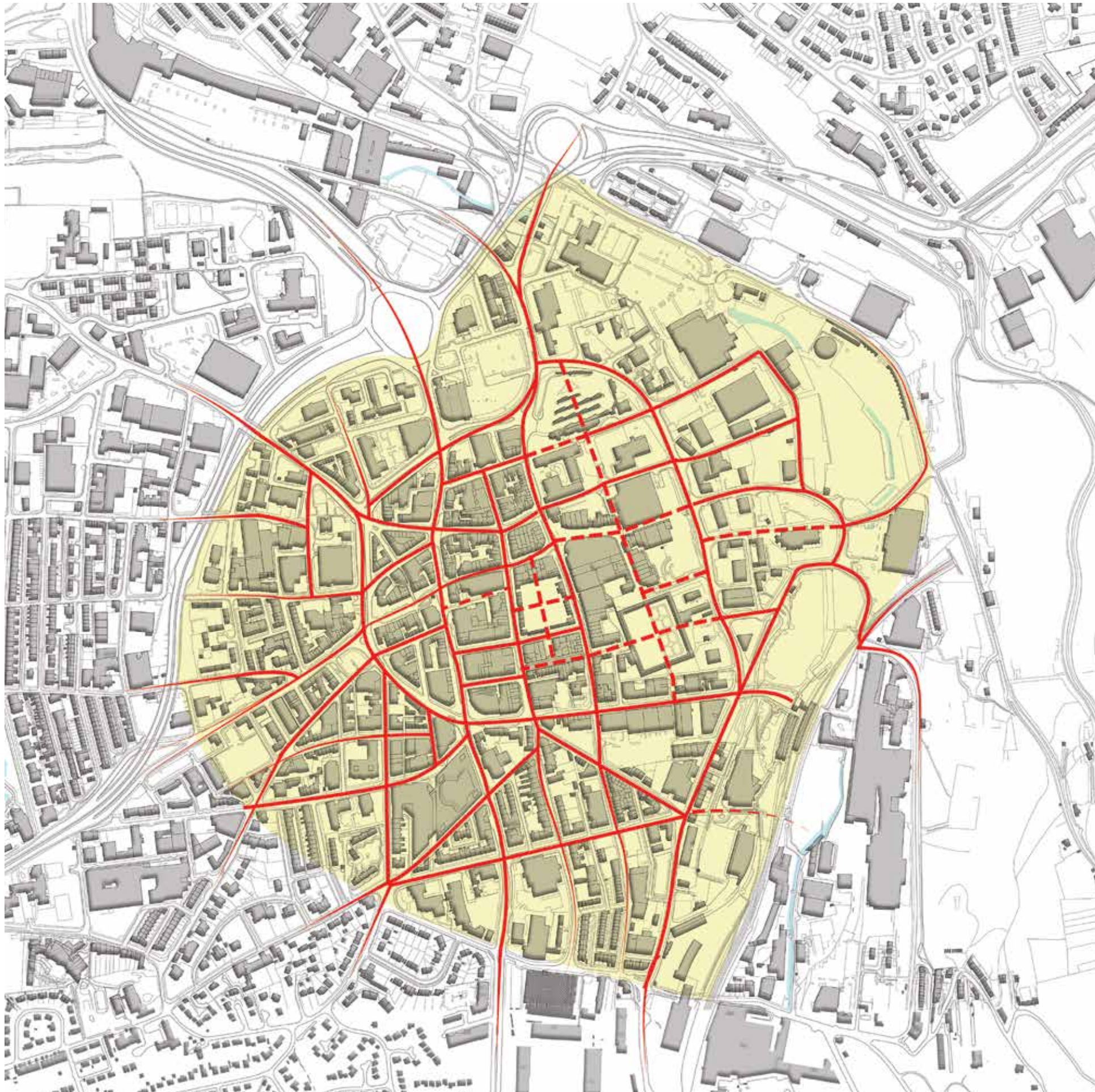


Diagram 4 - Proposed Spatial Strategy

Strategy is to build upon the urban structure and connectivity in the existing town centre core and to expand this throughout the town centre.



Diagram 5 - Delivery Plan Projects

Refer to Delivery Plan Project Schedule

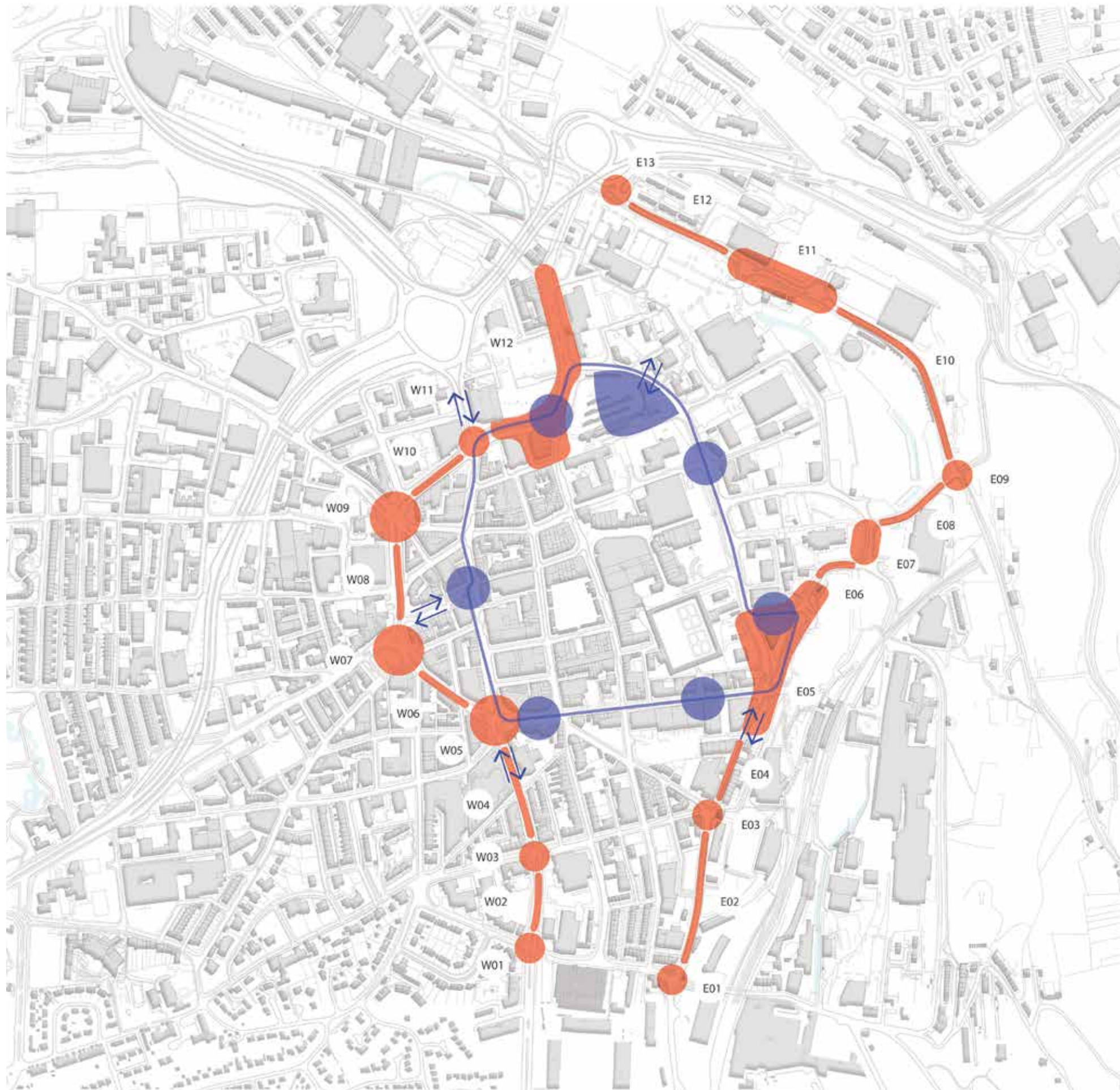


Diagram 6 - Proposed Highways Interventions

- Highways intervention
- Junction intervention
- Proposed bus accessibility improvements
- Proposed bus stop point

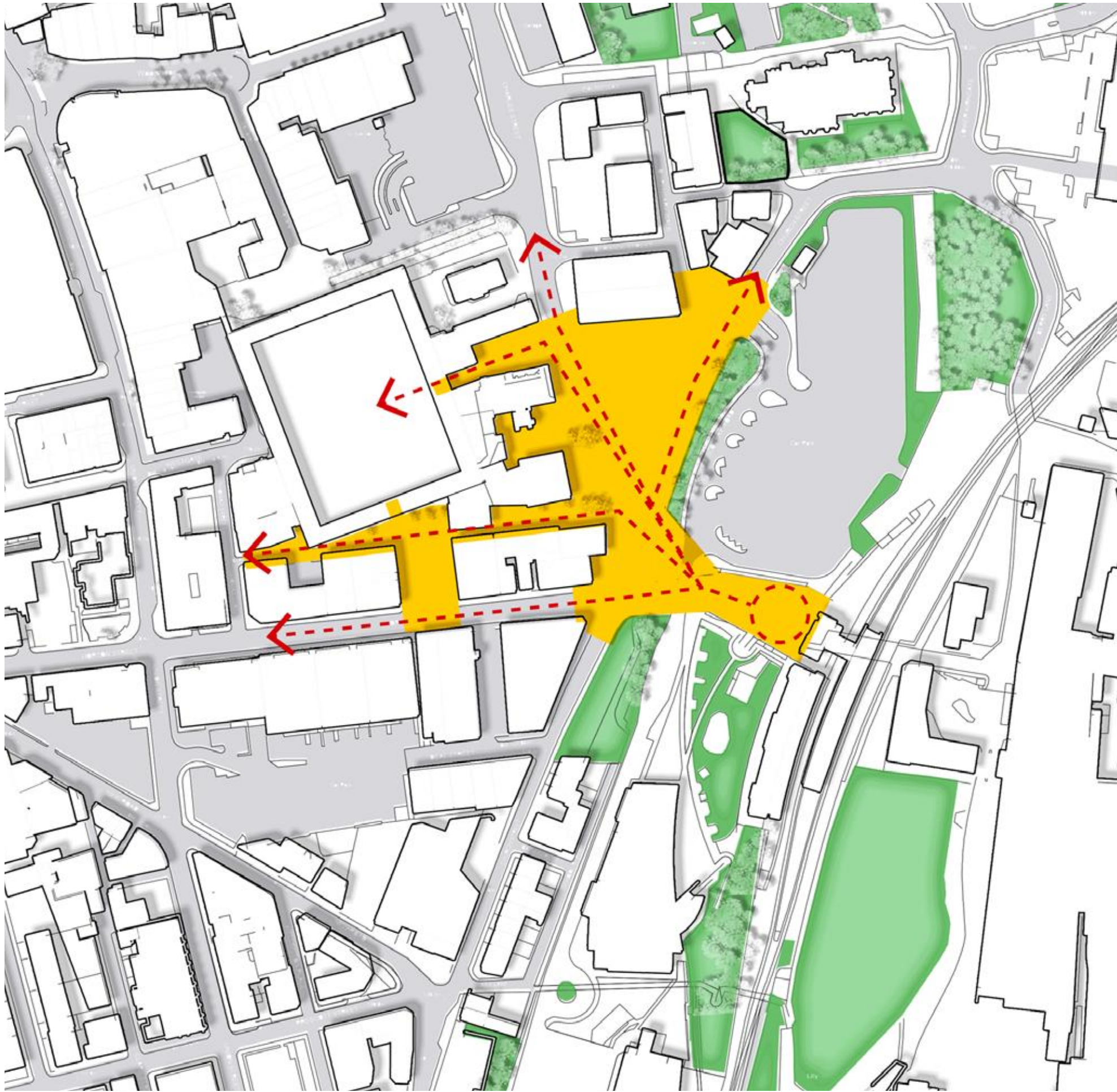


Diagram 7 - Proposed Station Gateway - E05

Proposals balance improved public realm and pedestrian connectivity between station and town centre with vehicle movement along eastern loop road.

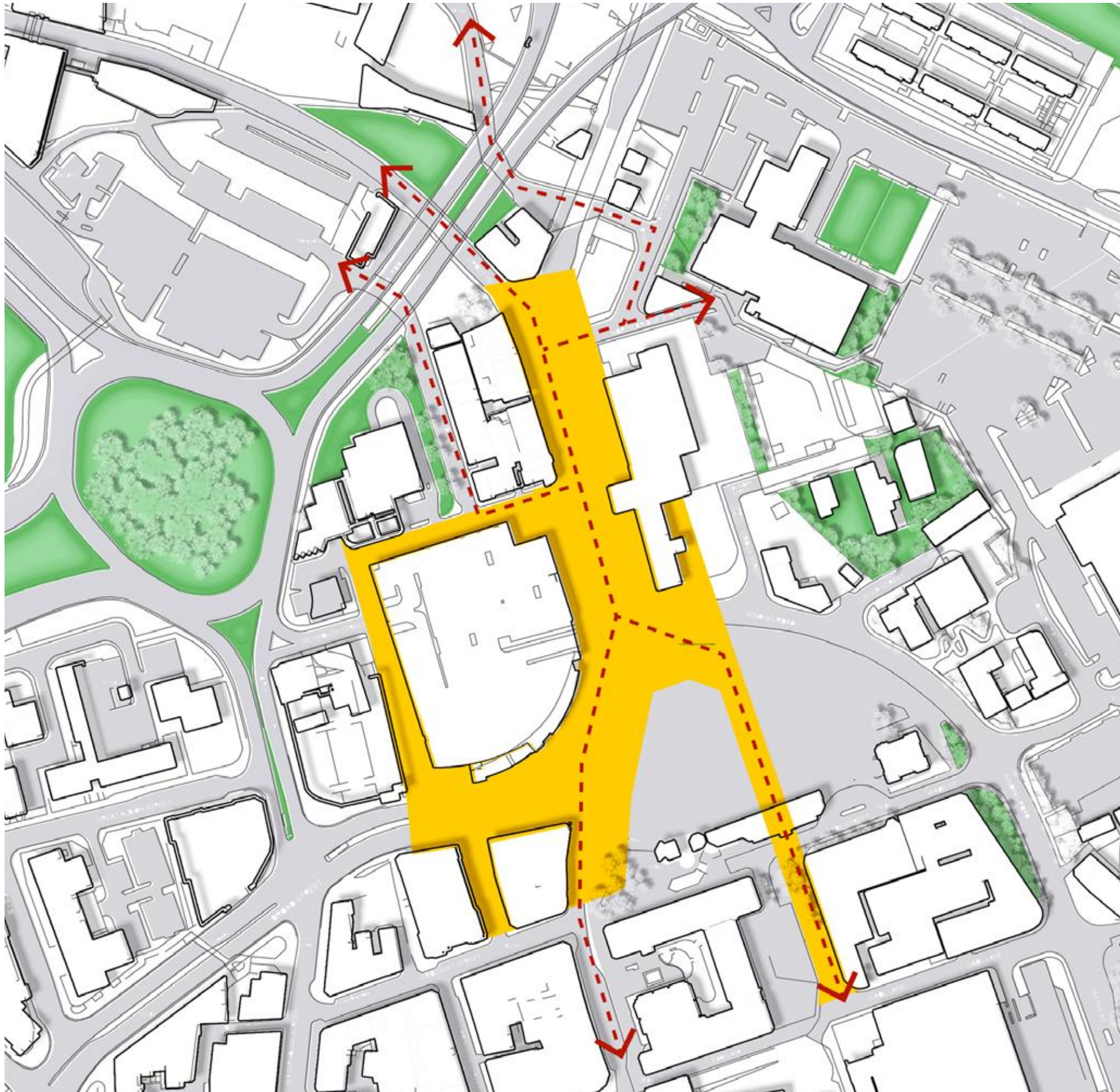


Diagram 8 - Proposed North Bridge Gateway - W12

Proposals balance improved public realm and pedestrian connectivity between Dean Clough and town centre with vehicle movement along western loop road.