

Calderdale MBC

Wards Affected **ALL**

Cabinet **4th July 2016**

10

West Yorkshire Plus Transport Fund A629 Corridor - Land acquisition and deployment of Compulsory Purchase Powers as necessary for Phase 2a – Halifax Town Centre, Eastern Gateway and Station Access

Report of the Acting Director, Economy and Environment

1. Purpose of Report

- 1.1 The A629 corridor is a major highways scheme included within the West Yorkshire Combined Authority's (WYCA) West Yorkshire Plus Transport Fund (WYTF) and seeks to deliver phased improvements between Huddersfield and Halifax town centres. Phase 2a focuses upon the eastern side of Halifax town centre.
- 1.2 The WYTF funding process involves submission of business cases to WYCA for approval at three 'Gateway' (GW) stages, approval of which releases funding to progress outline, detailed design and finally construction funding respectively. Release of future funding is subject to entering into a funding agreement with the WYCA.
- 1.3 Currently all costs associated with land acquisition are reimbursed by WYCA (at GW3 approval stage), placing an onus upon individual Local Authorities to underwrite costs during earlier stages 1 and 2.
- 1.4 Authorisation is sought to acquire land by agreement to facilitate improvements to the A629 transport corridor and, should acquisition by agreement be unsuccessful or substantially delayed, to pursue the making of statutory Compulsory Purchase Orders (CPO).

2. Need for a Decision

- 2.1 The underwriting of costs associated with land purchase and highway / transport enabling works in advance of WYCA Gateway 3 approval requires Cabinet approval. It should be noted that there will be future Cabinet reports requesting the underwriting of purchase and enabling works associated with land acquisition for other schemes to be delivered through the WYTF.
- 2.2 The Council entering into a funding agreement with the WYCA for release of funds at each Gateway stage likewise requires Cabinet approval.

- 2.3 The decision to secure land ownership by voluntary negotiation for Phase 2a, with a fall back deployment of statutory Compulsory Purchase Orders requires Cabinet approval.

3. Recommendation

It is recommended that Cabinet:

- 3.1 Approve the conceptual road alignment for A629 Phase 2a as shown in Appendix B and continued progression of consultation, preliminary design and detailed design be supported utilising grant funding released by WYCA following Gateway 1 approval. Also note consultation and detailed design outputs may reconfigure the final layout and land assembly requirements, which will be reported at a future Cabinet meeting.
- 3.2 Approve the commencement of the necessary negotiations to acquire the required land as shown within Appendix A to enable phase 2a to progress with land owners and those with a legal interest in the Order Land, and delegate to the Director of Economy and Environment and Head of Democratic & Partnership Services in consultation with the relevant Portfolio Holder(s) the necessary powers to complete the purchase of land and all relevant interests.
- 3.3 Approve the use of Compulsory Purchase Orders under sections 239 and 260 of the Highways Act 1980 and section 226 of the Town and Country Planning Act 1990, as appropriate and *if required*, including submission to the Secretary of State for Confirmation, with delegation to the Head of Democratic & Partnership Services in consultation with the relevant Portfolio Holder(s) the necessary powers to complete the purchase of land and all relevant interests for phase 2a.
- 3.4 Agree to underwrite the costs of land acquisition, enabling works and compensation (as detailed in 6.3 below) for phase 2a, pending a Gateway 3 award of funding by WYCA, and delegate to the Director of Economy and Environment and Head of Finance in consultation with the relevant Portfolio Holder(s) the necessary powers to progress the works.
- 3.5 Approve the entering into any appropriate agreements with Government departments, agencies and other relevant persons to secure necessary access rights and to undertake any associated works for phase 2a, with delegation to the Head of Democratic & Partnership Services in consultation with the relevant Portfolio Holder(s).
- 3.6 Approve the acceptance of WYTF funding and the entering into relevant funding agreements with the West Yorkshire Combined Authority for release of the funding required to deliver the West Yorkshire Transport Fund. Delegate to the Director of Economy and Environment and Head of Democratic & Partnership Services in consultation with the relevant Portfolio Holder(s) the completion of the necessary legal agreements.
- 3.7 Agree to support a pre-planning application consultation exercise in Autumn 2016 to further record and consider the views of local residents, town centre businesses, stakeholders and visitors. The findings of this consultation will be reported to a

future Cabinet meeting along with the final feasibility design and confirmation of land assembly requirements for the phase 2a scheme.

4. Background

The A629

- 4.1 The existing capacity of the local highway and wider public transport networks along the A629 transport corridor, both within and around Halifax town centre are not sufficient to keep pace with population and economic growth. Significant investment in transport is therefore needed, recognising the A629 corridor's role as an essential linkage for the Borough's primary business centre into regional and national economic markets.
- 4.2 The Leeds City Region Strategic Economic Plan (2014) clearly articulates the contribution better transport connectivity will play in providing the driving force to the economic prosperity of the region. Devolved funding from central Government as part of the Growth Deal has enabled the creation of a £1billion regional fund to invest in transport infrastructure across West Yorkshire and York over the next 5 years.
- 4.3 The confirmation of this Leeds City Region Growth Deal with Government last year earmarked around £150m for Calderdale's initial programme of schemes, up to 2021.
- 4.4 The A629 strategy is classified as a core project by WYCA and has the status of being the largest individual project within the WYTF programme. It has the potential to deliver the following benefits:
 - improved journey times for over 40,000 vehicles daily, particularly during peak periods;
 - overcoming existing capacity issues at strategic junctions along the A629 corridor including the Calder and Hebble interchange, and build in future growth protection;
 - relieving congestion in and around the town centre, making it easier and quicker to get around, whilst improving the pedestrian environment and urban realm, encouraging people to visit and businesses to open;
 - potential to provide express bus services between Huddersfield and Halifax significantly improving journey times;
 - improved journey times for commercial vehicles travelling to and from the M62, unlocking access to sites and making land more attractive for investment;
 - enhanced accessibility around the employment districts of Copley, Sowerby Bridge and Halifax;
 - reduction in traffic-related pollution along the route due to lower congestion;

- improved cycle and pedestrian infrastructure along the corridor to encourage more people to get out and about for recreation and health.

The Town Centre Delivery Plan

- 4.5 In 2015 Calderdale Council commissioned an external team of advisers to work up a Delivery Plan for regeneration activities within Halifax town centre. This Town Centre Delivery Plan identified a series of spatial, economic, social and cultural ambitions for realisation over the short, medium and longer term. The plan seeks to ensure maximum benefits are leveraged from committed investment, particularly from the WYTF, and identifies the key activities and sites for development within the town.
- 4.6 The Town Centre Delivery Plan considers mobility and connectivity demands, recognising the conflicts and deficiencies that need to be addressed to enable sustainable growth. It provides a roadmap for development linked closely to, or facilitated by, WYTF investment. Some developments/projects outlined in the plan are currently in development and/or delivery:-
- Piece Hall & Library Development
 - Northgate Retail Development
 - Northbridge Leisure Centre
 - Halifax Borough Market
 - Cow Green Site

In February 2016 the Council's Economic Investment Panel approved the Delivery Plan as a guidance document for the activity of the forthcoming Halifax Town Development Board.

The West Yorkshire Plus Transport Fund in Calderdale

- 4.7 Calderdale Council (CMBC) is progressing a scheme of both small and large scale interventions along the A629 Huddersfield to Halifax corridor through the West Yorkshire Plus Transport Fund (WYTF).
- 4.8 Delivery of the full corridor strategy will take many years to realise due to the complexity and extent of the numerous proposals. Within Calderdale, the scheme has been broken down into the following packages to enable targeted development of interventions that align with parallel regeneration and investment priorities and those contained in the Town Centre Delivery Plan:
- Phase 1: Southern Section (£22.12m including risk and contingency) – extending from the Elland Bypass to Free School Lane, estimated for delivery 2016-19 (Outline Business Case approved by WYCA Feb 2016);
 - **Phase 2: Town Centre (£40.93m including risk and contingency) – a package of improvements within Halifax town centre, estimated for delivery 2016-21 and of which sub-phase 2a is the focus of this report;**
 - Phase 4 – Wider Strategic Interventions (approximately £24m); and

- Phase 5 – Ainley Top to Huddersfield (approximately £10.9m, to be delivered by Kirklees Council)

4.9 **A629 Halifax Town Centre (Phases 2a to 2c) seeks to:**

- Both frame and enable development opportunities within the town;
- Reduce through traffic levels on Square Road/Winding Road, hence enabling the enlargement of the core town centre area;
- Enhance the quality of arrival within Halifax;
- Create a better pedestrian environment within the town centre;
- Provide better bus-rail interchange facilities and improve pedestrian and cycle access to the rail station and between key employment and leisure sites;
- Improve the setting of the rail station as primary gateway into the town centre and thus first impression of the town, as well as connections to it from all directions;
- Allow better penetration of the town centre by public transport;
- Facilitate easier 'way-finding' around the key town centre attractors.

Essentially, it includes the following components that will need to be delivered sequentially due to the interconnections between the measures and the need for the elements to operate effectively in the context of the overall package:

4.10 **Phase 2A (and the focus of this report) Eastern Gateway and Station Access:**

- A modified eastern route for vehicular traffic that allows the expansion of the town centre to the east, improves access to key development sites including Cripplegate and Bailey Hall, and allows for public realm improvements (including a proposed new public square) at this important eastern gateway to the town.
- This stage of works will also include accessibility/arrival improvements at the rail station to ensure strong linkages with the proposed new public square.

4.11 **Phases 2B and 2C**

Two further works phases complete Phase 2, but their scope is outside of this paper. Phase 2B seeks to improve Halifax's Northern Gateway and bus provisions, including interchange/hubs. Phase 2C focuses on enhancements around the town's Southern/Western gateways, reducing severance, improving the public realm and unlocking development.

- #### 4.12 Phase 2 as a whole gained WYCA Gateway 1 (outline business case) approval during March 2016, which released funding to take the scheme forward to the detailed design stage. This report requests that Cabinet approves the acceptance

of WYTF funding and enters into the necessary funding agreements to enable Phase 2 of the scheme.

- 4.13 The next step for Phase 2a is to prepare for WYCA Gateway 2 submission (detailed design) and progression of an OJEU professional services tender seeking preliminary design, model enhancement, full transport appraisal, site investigation and planning application.
- 4.14 This scheme is programmed for delivery in 2017-18 and it is therefore important that preparatory works and land negotiations are progressed to enable this ambitious programme to deliver benefits to Halifax and the Borough from the earliest opportunity.
- 4.15 Construction works are intended to start immediately following GW3 approval in September 2017, meaning land acquisition deals should be completed during GW2 preparation by autumn 2017, otherwise up to a two year programme delay (if any CPO is required or challenged) could be introduced if land acquisition was initiated after WYCA land monies were secured at GW3. Pragmatically it is unlikely WYCA would release GW3 construction funding without the necessary land securities, placing an obligatory onus upon Local Authorities to temporarily underwrite land costs in the meantime. The anticipated value of land take for Phase 2a is £0.8m. Appendix B contains a Phase 2a outline design plan and Cabinet are asked to approve the conceptual alignment contained within the plans and to underwrite the costs of land acquisition in advance of WYCA GW3 approval.
- 4.16 Details of future delivery phases of the A629 scheme, including potentially Phase 2b and c, Phase 4 (wider strategic interventions) and A641 Brighouse proposals may be the subject of further reports to Cabinet, including the underwriting of costs associated with land acquisition. Phase 1a has already been approved by Cabinet and Phase 1b is the subject of its own report to Cabinet (July 16).
- 4.17 Significant engagement has already taken place with affected landowners. Landowners have been contacted in the Phase 2a area and presented with scheme proposals highlighting land acquisition implications for their property / holdings. Response has been cordial with an indicative voluntary sale willingness indicated from the majority. Land owners have been advised that at this preliminary stage design flexibility is able to meet the needs of both parties to assist sale by mutual agreement. Cabinet are asked to approve the progression of the necessary land negotiations to enable the acquisition of land required to deliver the scheme. Whilst purchase of land by negotiation is the preferred option, as a last resort, Cabinet are asked to approve the progression of a Compulsory Purchase Order under sections 239 and 260 of the Highways Act 1980 and section 226 of the Town and Country Planning Act 1990.
- 4.18 A Station Gateway steering group has been established for some time with major stakeholders including Eureka! Network Rail and the Council to ensure that the Phase 2a WYTF plans, Eureka! Masterplan and emerging station gateway masterplan are aligned as far as possible in terms of aspirations and delivery. (NB Station Gateway will be the subject of a future report as it is a stand alone scheme within the WYTF.) Significant areas of Eureka! land are required to ensure delivery of WYTF Phase 2A. Discussions are on-going and it should be noted that the WYTF monies can only be used to undertake works directly required to deliver

WYTF projects and cannot be used for any ancillary / complementary projects, e.g. the Eureka! masterplan. The Council therefore continues to meet regularly with Eureka! to deliver the long-term aspirations of all through by reviewing alternative options for funding to deliver in partnership projects which are outside of WYTF scope.

- 4.19 The Halifax Courier has published details of the West Yorkshire Plus Transport Fund proposals on several occasions in a positive light.
- 4.20 A public open day at Halifax Minster presenting the Town Centre scheme took place on the 23rd May 2016 and feedback was positive. 80 people were in attendance (not including CMBC officials)
- 4.21 A Communications Strategy consultant has been appointed on behalf of the Council to deliver professional support in publicising Calderdale's Transport Fund programme. A website www.calderdalenextchapter.co.uk was also launched on the 23rd May. The website contains details of the Delivery Plan and Transport Fund proposals. It also offers a 'contact us' function which the team directly managing the Transport Fund proposals manage.
- 4.22 Subject to Cabinet approval, work will progress to procure the services of a firm of consultants to undertake the necessary modelling, feasibility and design work to allow for a Gateway 2 application to be made to the Combined Authority. Once the necessary feasibility work is complete a full public consultation event will be arranged to focus on the phase 2a improvements and allow the team to understand the views of residents, visitors, local businesses and stakeholders. This is programmed to take place in Autumn 2016, subject to Cabinet approval to proceed.
- 4.23 The District Valuation Service has been appointed to lead on the necessary negotiations for land acquisition on behalf of the Council. Land owners are kept regularly up to date on the scheme progress.
- 4.24 Elements of the phase 2a scheme will require planning permission and this will lead to a statutory consultation process. This is currently programmed for early 2017.
- 4.25 A list of stakeholders is provided within Appendix C.

5. Options considered

- 5.1 There are 3 options currently considered which are outlined below:

A Do Nothing – The Council can do nothing, however this is not considered a viable option given that the existing capacity of the local highway and wider public transport networks along the A629 transport corridor are not sufficient to keep pace with population and economic growth.

B Support the Proposal in Full (Recommended Option) – By supporting the proposal set out in this report, it will ensure the necessary land required for the successful delivery of the Phase 2a improvements within Halifax Town Centre can be acquired in a timely manner and ensure the programme is not unnecessarily delayed, minimising the risk of delivery failure. The delivery of Phase 2a aims to

achieve local economic regeneration objectives as well as significant improvements to transport connectivity in Halifax town centre, improving overall journey times and reducing congestion.

C Support the Proposal in Part –The Council could attempt to acquire the required land without use of Compulsory Purchase Orders (CPO) at all and the preference is for acquisition through negotiation. Although the team leading on the scheme is confident that land can be obtained by negotiation, the addition of the CPO as an option is to reduce risk and ensure that focus is maintained on programme milestone delivery and that land owners understand the importance of the land in question to the overall scheme. This option is not recommended as the scheme would be unable to progress should purchase by agreement be unsuccessful or substantially delayed. WYCA requires delivery of the scheme by 2021 to meet its current obligations to Government. If the scheme does not progress then local economic regeneration objectives as well as significant improvements to transport connectivity in Halifax town centre, will not be delivered for the benefit of the Borough.

6. Financial implications

- 6.1 £8.694m (including contingency) has been earmarked for Phase 2a by the West Yorkshire Combined Authority, subject to the approval of successful GW submissions.
- 6.2 Preliminary design, transportation modelling and business case compilation was expended during 2015, with submission to WYCA during November 15 under a Gateway 1 governance process. Approval was forthcoming, releasing a budget of £600k to undertake detailed design for Phase 2a as precursor to satisfying Gateway 3 construction approval and release of full mandated delivery funding. Currently all costs associated with land acquisition are reimbursed by WYCA at GW3 approval stage (currently programmed for Autumn 2017)
- 6.3 At present the indicative anticipated total land and compensation spend will be in the region of £873.5k. An additional sum may need to be set aside for legal costs or for potential public inquiry should a CPO process be required. It is anticipated that Officers will return to Cabinet for additional funding should this eventuality occur.
- 6.4 It is accepted and understood by the Combined Authority that the costs associated with land acquisitions at feasibility stage are subject to change and that a higher level of certainty will be in place for Gateway 2 submission (Summer 2017). All costs incurred as a result of land acquisition within the scheme that are linked to the production of the forecasted benefits are recoverable in full from the WYCA.
- 6.5 It will be necessary for the Council to enter into a funding agreement(s) with the WYCA in order to drawdown future funding.
- 6.6 The Council has previously agreed to underwrite land acquisition costs of around £600k (Cabinet approval 16/11/15) and early construction of the Shaw Hill/Free School Lane junction improvements of around £831k in advance of obtaining Gateway 3 approval for Phase 1a, expected in November 2016. If Cabinet agrees to underwrite the land acquisition and compensation costs in relation to Phase 2a and Phases 1a and 1b as requested elsewhere on this agenda then the total amount underwritten by the Council is £3.1m as shown in the table below:

Phase	Cost	Reason	Timeline	Exposure
1a	600k	Land	Nov 15 – Nov16	12 months
1a	831k	Early construction	July 16 – Nov 16	5 months
1b	800k	Land	July 16 – Nov 17	18 months
2a	873k	Land	July 16 - Aug 17	13 months
Total to date	£3,104k			
Future requests				
2c	800k	Land	Sept 16 – Jan 18	16 months

6.7 As the report outlines, further requests are likely to be made to Cabinet later this year to underwrite costs included within West Yorkshire Plus Transport Fund schemes.

6.8 If the scheme, or any elements of it, does not gain Gateway 3 approval then the costs underwritten would need to be met from the Council's capital programme. Land acquired could be sold on the open market, used to meet other objectives within the Halifax Town Centre Delivery Plan or used as car parking.

7. Legal Implications

7.1 In accordance with the DCLG document 'Guidance on Compulsory Purchase and the Crichel Down Rules', the purpose for which an Authority seeks to acquire land will determine the statutory power(s) under which compulsory purchase is sought. In this case utilisation of the Highways Act 1980, section 239 is the appropriate choice in relation to the highway itself, with section 226 of the Town and Country Planning Act 1990 a potential option to enable acquisition of land for the new public square, dependant on the final design.

7.2 Deployment of the statutory powers is to the fore because it is uncertain land can be acquired by agreement although all reasonable efforts will be made to acquire the necessary land and rights by private treaty in order to carry out the remodelling of the highway. Should compulsory acquisition be required, it will enable the redevelopment to take place in a timely fashion and deliver the wider public benefits that the corridor will secure providing certainty of programming and the realisation of the Council's policy objectives.

7.3 The compulsory powers can be exercised in order to promote or improve the economic, social and environmental well-being of the Council's area. However, a compelling case in the public interest for the exercise of such powers must be shown if the interference with property rights is to be justified. It is considered these benefits will be derived from the development of the land sites and is therefore considered that the fall-back position of compulsory acquisition failing negotiated land purchase will be justifiable in the public interest.

7.4 The scheme is being undertaken by the Council primarily as Local Highway Authority who is empowered under Section 239 of the Highways Act 1980 to acquire land to undertake the corridor improvements as improvement to the highway.

7.5 The use of compulsory purchase powers should be considered as a matter of last resort and a compelling case in the public interest must be made. Members are advised that acquisition by negotiation should be pursued, but should not postpone the making of the CPO if timescales for delivery of the scheme become critical. The

DCLG Guidance on Compulsory purchase process and The Crichton Down Rules encourages authorities to undertake negotiations in parallel with preparing and making a compulsory purchase order.

- 7.6 Before a CPO can be made the Council must be satisfied that there are no planning, financial, legal or physical impediments to the delivery of the scheme. Assurances are given that there are no such impediments and a detailed consideration can be found in the Statement of Case in the public interest document, which can be made available for inspection at Northgate House, Halifax.
- 7.7 Consideration of the Human Rights Act 1998 and Article 1 of the First Protocol to the European Convention on Human Rights must be given prior to the making of a CPO. Although there are no domestic dwellings within the Order Land, Article 8 (as detailed below) should also be considered.
- 7.8 Article 1 protects the rights of everyone to the peaceful enjoyment of their possessions. No person can be deprived of their possessions except in the public interest and subject to the relevant national and international law.
- 7.9 Article 8 protects private and family life, the home and correspondence. This is a qualified right; no public authority can interfere with the interest except if it is in accordance with the law and is necessary and proportionate in the interests of national security, public safety or the economic wellbeing of the county.
- 7.10 The Council will need to balance the above individual rights against the compelling case in the public interest test. The view of officers is that the balance is in favour of the CPO being made given that the interference with individual rights is both necessary and proportionate in order to deliver the public benefits deriving from the scheme.
- 7.11 The relevant procedure is contained within the Acquisition of Land Act 1981, supplemented by the DCLG Guidance on Compulsory Purchase Process and The Crichton Down Rules. All land owners and persons with a legal interest in the Order Land have the right to object to the making of a CPO and to representation at any local public inquiry scheduled by the Secretary of State to consider objections.
- 7.12 Those whose land is acquired will receive market value compensation and disturbance allowance based on the CPO compensation code principles. Consideration of the level of appropriate compensation is not a valid objection to the CPO and should this be in dispute will be a matter for the Upper Tribunal (Lands Chamber) to consider separately.
- 7.13 The Council has no legal obligation to relocate affected businesses under CPO legislative processes, however given an obvious desire to endorse local business where able, support from colleagues within CAFM and the Business and Economy Team will be offered towards identifying alternative business premises. There is an inherent risk with this offer, given it is reliant upon the availability of suitable alternative premises at the time.
- 7.14 There is a residual risk that the underwritten costs for land acquisition will not be recouped from the WYCA if the scheme fails to be granted Gateway 3 approval; however this is unlikely given the strategic weight placed upon successful delivery of the WYTF's largest individual scheme. Further salience is placed upon the 'early

win' schemes to be successfully delivered given the potential to influence Government funding for later year programmes.

- 7.15 There is a risk that the landowners will resist the land acquisition by mutual negotiation, resulting in deployment of the CPO route to procurement; this would impact negatively upon the scheme delivery programme and increase legal costs.
- 7.16 Non delivery of Phase 2a will severely compromise the successful delivery of the interventions contained within the later phases of the scheme (contained within Phases 2b and 2c) and reduce the likely impact of the Halifax Town Centre Delivery Plan interventions.
- 7.17 Non-delivery of this primary WYTF strategy presents a reputational risk to Calderdale with the West Yorkshire Combined Authority and partners, and within the wider public and business community arena.

8. Consultation

- 8.1 Details of consultation with landowners and wider public engagement activity to date are detailed in paras 4.17 to 4.25 above. Stakeholder engagement is an essential on-going element of the WYTF programme and on-going public engagement is being planned as part of the overall programme. As a next step for Phase 2a, Cabinet are requested to approve an Autumn 2016 public consultant event.

9. Economic, Health and Environmental Implications

- 9.1 It is recognised that transport is only one of the factors that influence decisions made by businesses regarding where to locate and invest, but it is clear from the Halifax Town Centre Delivery Plan that there are a number of sites where there are acknowledged access issues that can be addressed by the implementation of this scheme.
- 9.2 In addition to improving general accessibility and appeal of established or emerging employment attractors (including Piece Hall, Dean Clough, Cow Green and the Royal London site), the scheme will have a direct bearing on business activity by opening up access to additional development plots, requiring selective land acquisition and demolition. In particular the scheme will facilitate a new retail quarter, the development of the Cripplegate site, and employment opportunities on Water Lane (including amendments to the Nestle site). It will also complement the Eureka! National Children's Museum masterplan.
- 9.3 The total new employment opportunities physically "unlocked" by the whole of the Phase 2 scheme is currently estimated as 417 Full Time Equivalent (FTE) based on a commercial assessment of likely employment land uses. These direct employment impacts will increase apprenticeships and local labour market opportunities, with a positive impact on the supply chain and the wider economy by having more businesses located within the town centre.

- 9.4 As well as the direct creation of jobs from the proposals within phase 2, it has been estimated that a further 528 jobs will be created across West Yorkshire with an increase in Gross Value Added (GVA) of £40.7m by 2026.
- 9.5 The visitor economy is important to Halifax, and improving the access for visitors into the town centre is fundamental as their spending power will help underpin the economic vitality of the town centre which in turn will lead to growing investor confidence and more jobs being created. The town centre has some significant tourist draws, with the more recognised attractions being Eureka! and the Piece Hall.
- 9.6 Eureka! attracts over 280,000 visitors each year with ambitions to increase this number to 350,000. During the stakeholder engagement with Eureka! the museum advised that most of their visitors spend around 3.5 hours at the venue and then “get in their car and go home”. As a consequence, the economic benefits (visitor spend) of this regional attraction are not captured within the local economy of the town centre. Anecdotally, there is a perception amongst their visitors that the museum is divorced from the town and physical connections between the museum/rail station and the town centre are compromised, meaning there is a high degree of severance between the two. The topography and townscape also mean that it is difficult to see where exactly the town centre is when arriving at the museum or rail station and this is exacerbated by the traffic conditions and generally poor pedestrian environment on Church Street.
- 9.7 The creation of a more attractive gateway between the rail station and the town centre, together with resulting reductions in highway congestion, urban realm improvements and pedestrian/cyclist connectivity enhancements that will be delivered through this scheme will complement Eureka!’s proposals to open up the museum site to improve the physical connections with the town centre, thereby enabling their visitors to enjoy the numerous other attractions Halifax has to offer.
- 9.8 The scheme will have pedestrian and cyclist benefits related to increased physical activity, primarily related to health benefits which can be attained from increased use of active travel modes such as walking and cycling. As well as the new public space the scheme will deliver improvements to footways and cycle lanes and infrastructure
- 9.9 The scheme reinforces pedestrian desire lines that place the Piece Hall at the heart of the town centre. This will facilitate the economic growth that the Piece Hall seeks to deliver by enhancing its accessibility. It will also enable any economic impacts to be radiated out into the wider town centre as investment looks to cluster around the Piece Hall’s perceived “success” and footfall drives other commercial opportunities.
- 9.10 Appraisal of the scheme using the Department for Transport’s Transport Users Benefit Appraisal (TUBA) software (which calculates monetised benefits and costs relating to travel time, vehicle operating costs, indirect tax revenue and reduction in carbon emissions) indicate the scheme will deliver a present value of benefits (PVB) of **£1.659 million** due to the change in carbon dioxide equivalent (CO₂e) emissions.
- 9.11 In addition to the calculation of economic benefits arising from the forecast reduction in greenhouse gases, there are a number of other environmental benefits of the scheme. These include:

- Air quality;
- Noise;
- Historic environment;
- Townscape.

9.12 A full breakdown of the benefits of the scheme can be found at Appendix D.

10. Equality and Diversity

10.1 In considering this land acquisition action, a careful considered balance has to be struck between individual rights and the wider public interest. Any interference with the European Convention rights is considered to be justified in order to secure the economic, social, physical and environmental regeneration that the redeveloped transport corridor will bring. Appropriate compensation will be available to those entitled to claim it under the relevant statutory provisions. It is therefore considered that there is a compelling case in the public interest for contemplation of the Order and that the Order, if confirmed, would strike an appropriate balance between public and private interests

11. Summary and Recommendations

11.1 Members are asked to consider whether the economic, social and environmental benefits derived from the remodelling of the A629 highway corridor under the WYTF strategy validates the land acquisitions as being in the wider public interest. Whilst emphasis focuses on negotiated land purchase settlements, authority is sought to use compulsory purchase powers as a reserve option and underwrite costs for Phase 2a of the A629 prior to reimbursement via the Combined Authority governance mechanisms. Stakeholder engagement is an essential on-going element of the WYTF programme and on-going public engagement is being planned as part of the overall programme. As a next step for Phase 2a, Cabinet are requested to approve an Autumn 2016 public consultant event.

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The documents used in the preparation of this report are:

National and Local Planning Policies including:-

- a) National Planning Policy Framework
- b) CMBC Unitary Development Plan and emerging Local Plan
- c) Highways Act 1980

Highway documents:-

- a) WYTF A629 Mandate

Relevant National Circulars

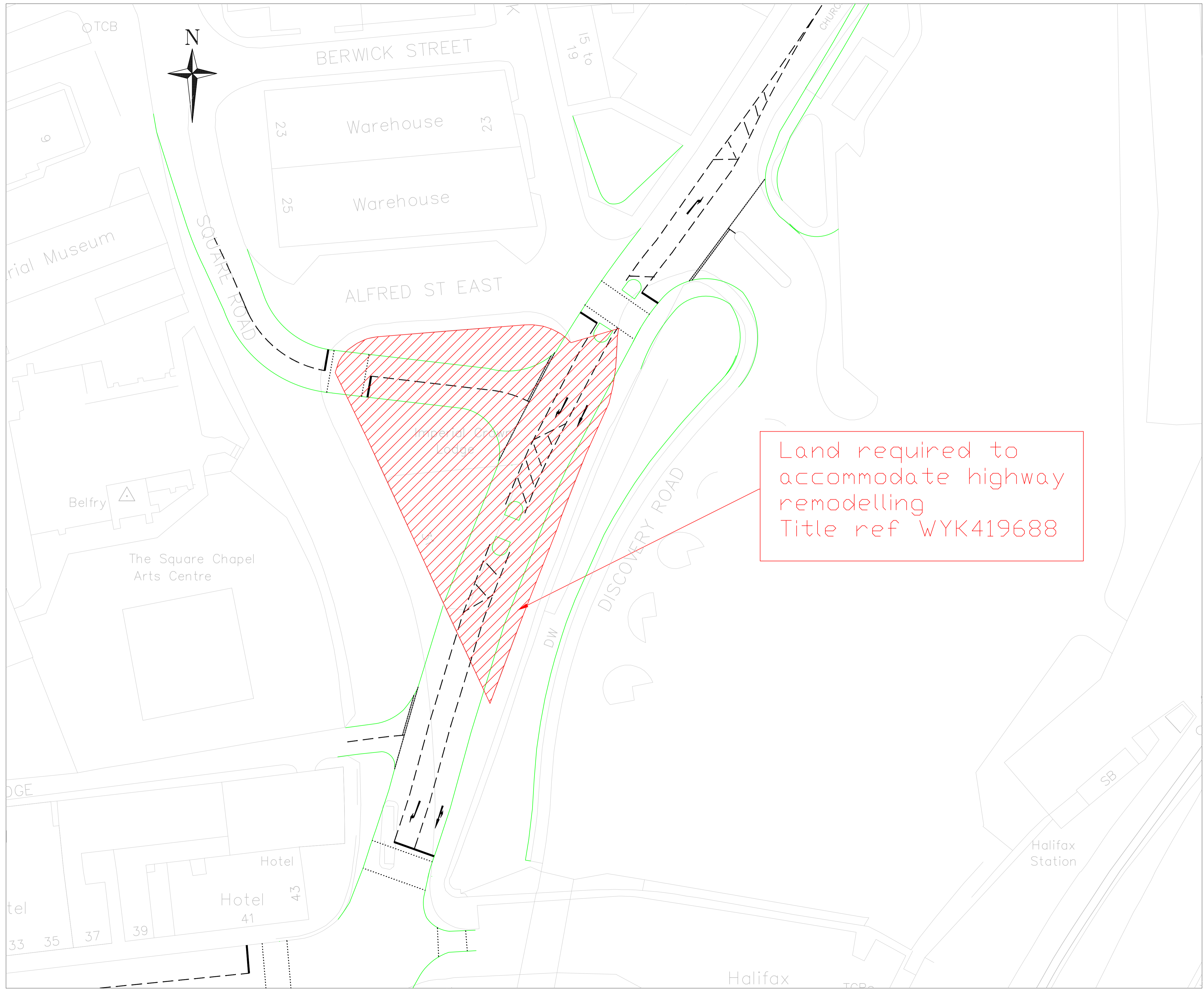
- a) ODPM Circular 06/2004

Other relevant documents

- a) WYTF A629 Phase 2 Gateway 1 Outline Business Case
- b) Halifax Town Centre Delivery Plan
- c) CPO 2015 Statement of Case in the public interest

The documents are available for inspection at:

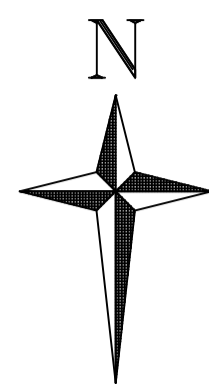
Corporate Projects, 1ST Floor, Northgate House, Halifax, HX1 1UN



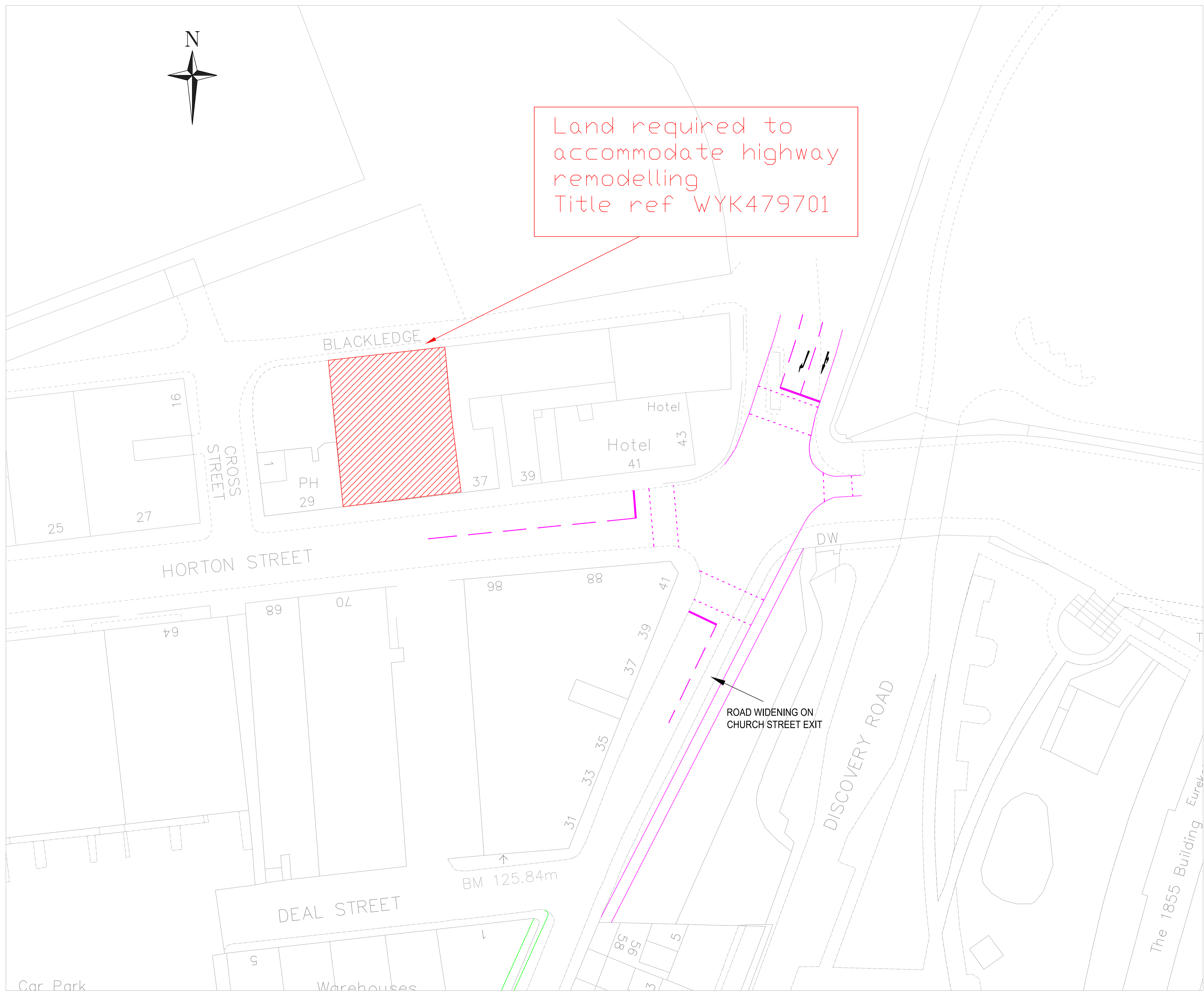
Land required to accommodate highway remodelling
Title ref WYK419688

REV.	DATE	REVISION DETAILS	DRN.	CHKD.	APPRD.
PROJECT TITLE WEST YORKSHIRE PLUS TRANSPORT FUND A629 CORRIDOR					
DRAWING TITLE Halifax Town Centre PHASE 2A Land acquisition requirement Plot A1 - WYK419688					
			Mark Thompson Acting Director Economy and Environment NORTHGATE HOUSE NORTHGATE HALIFAX, TX1 1UN		
OFFICE PROJECT NUMBER			DRAWING STATUS Concept		
DESCRIPTION	DRG. SIZE	DRAWN	CHECKED	APPROVED	DATE
	A2	R.J.B.			May 16
SCALE	1:500	DRAWING NUMBER		72/710/300	REVISION

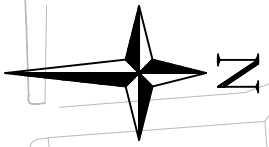
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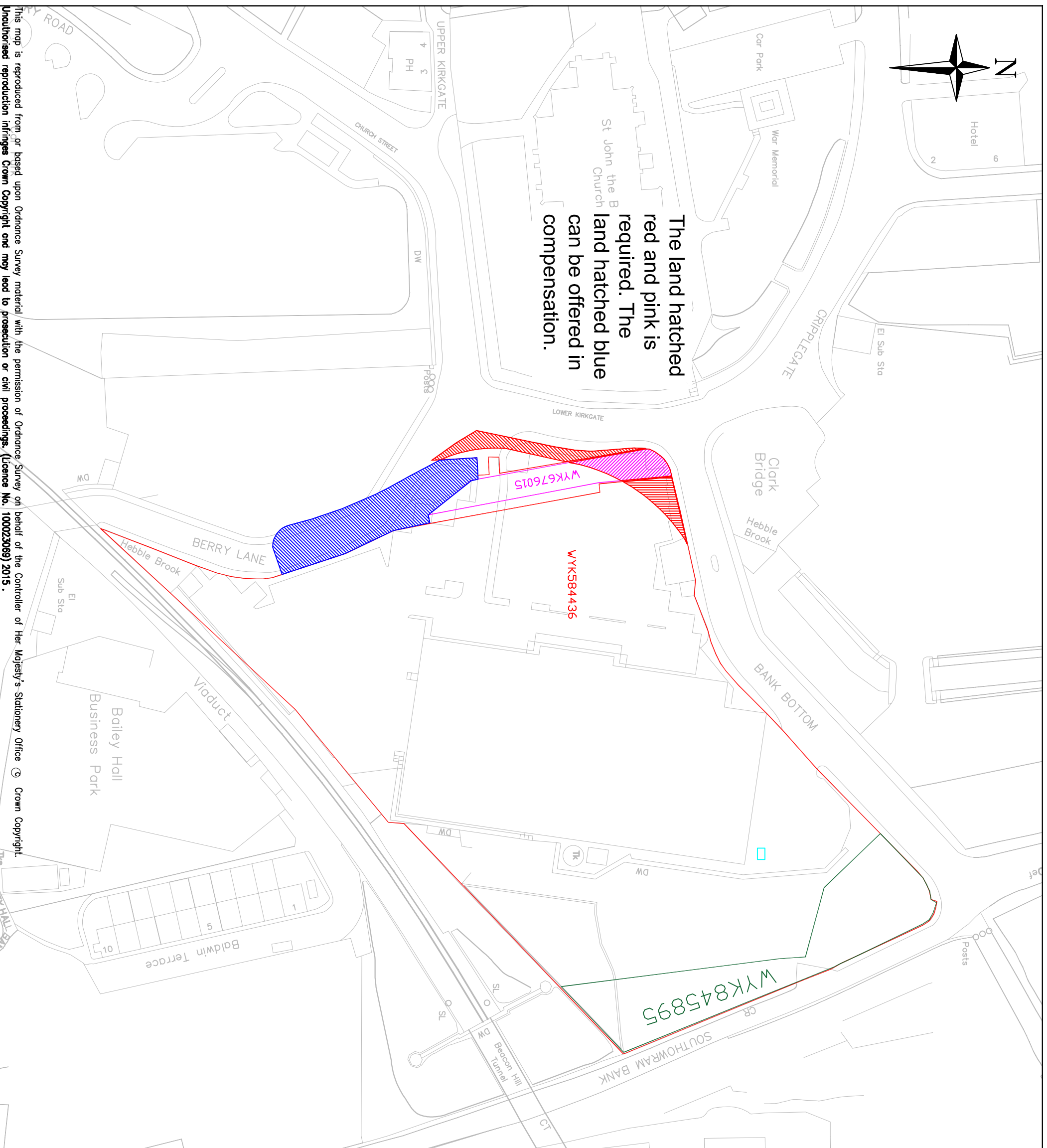
Land required to accommodate highway remodelling
Title ref WYK479701



REV.	DATE	REVISION DETAILS	DRN.	CHKD.	APPRD.
PROJECT TITLE					
WEST YORKSHIRE PLUS TRANSPORT FUND A629 CORRIDOR					
DRAWING TITLE					
Halifax Town Centre PHASE 2A Land aquisition requirement Plot A1 - WYK479701					
OFFICE PROJECT NUMBER			DRAWING STATUS		
			Concept		
DESCRIPTION	DRG. SIZE	DRAWN	CHECKED	APPROVED	DATE
	A2	R.J.B.			May 16
SCALE	DRAWING NUMBER		REVISION		
1:500	72/710/301				



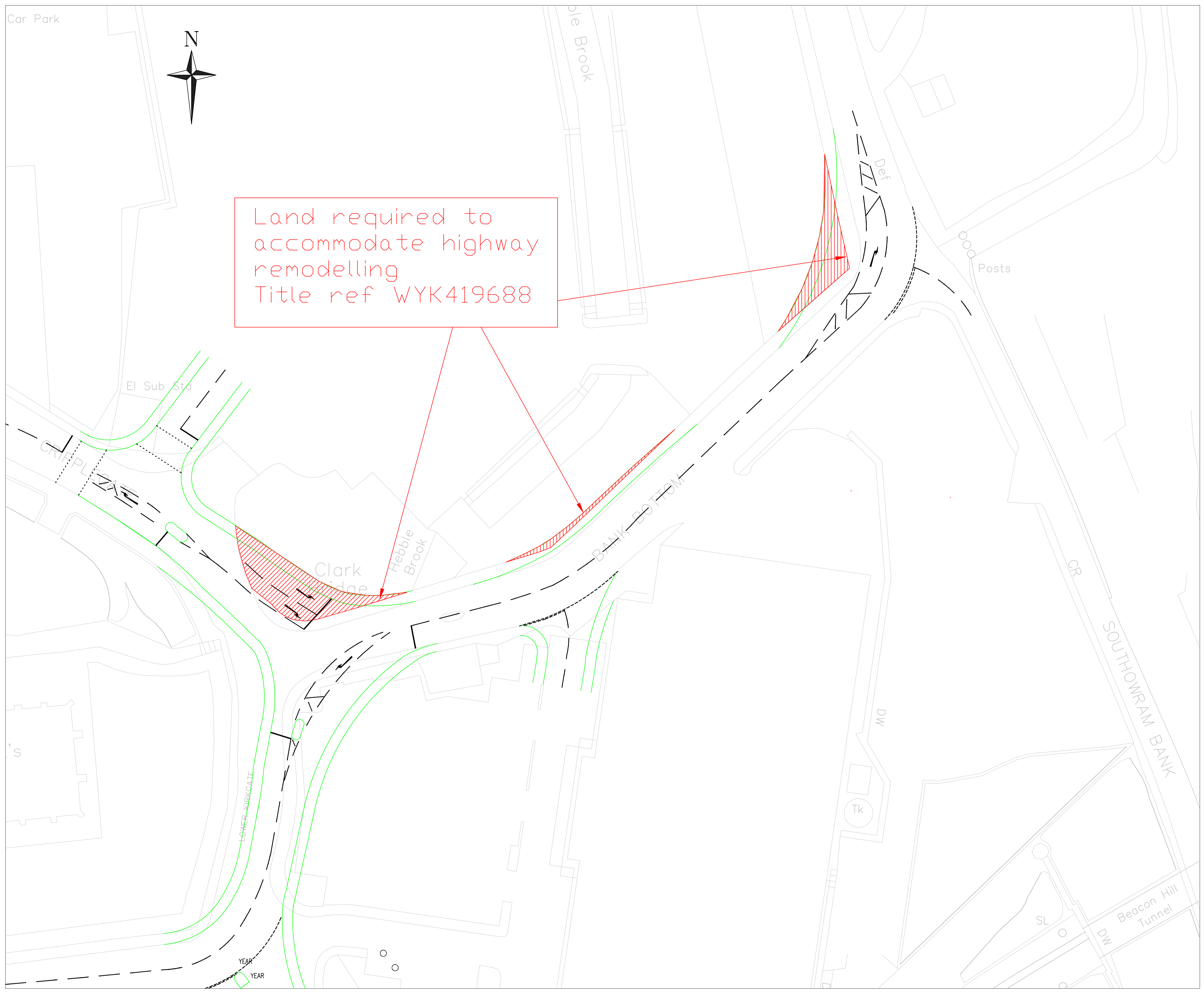
The land hatched red and pink is required. The land hatched blue can be offered in compensation.



DRAWING NUMBER

REV.	DATE	REVISION DETAILS	DRN.	CHKD.	APPRD.
PROJECT TITLE					
West Yorkshire Transport Fund					
Phase 2a					
DRAWING TITLE					
Land Valuations					
Lower Kirkgate					
OFFICE PROJECT NUMBER			DRAWING STATUS		
 Calderdale Council			John Lamb HEAD OF HIGHWAYS & TRANSPORTATION WESGATE HOUSE HALIFAX HX1 1PS		
DESCRIPTION	DRG. SIZE	DRAWN	CHECKED	APPROVED	DATE
	A3	REB			Nov 15
SCALE		DRAWING NUMBER			
1:500		72/793/600/06			

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Land required to accommodate highway remodelling
Title ref WYK419688

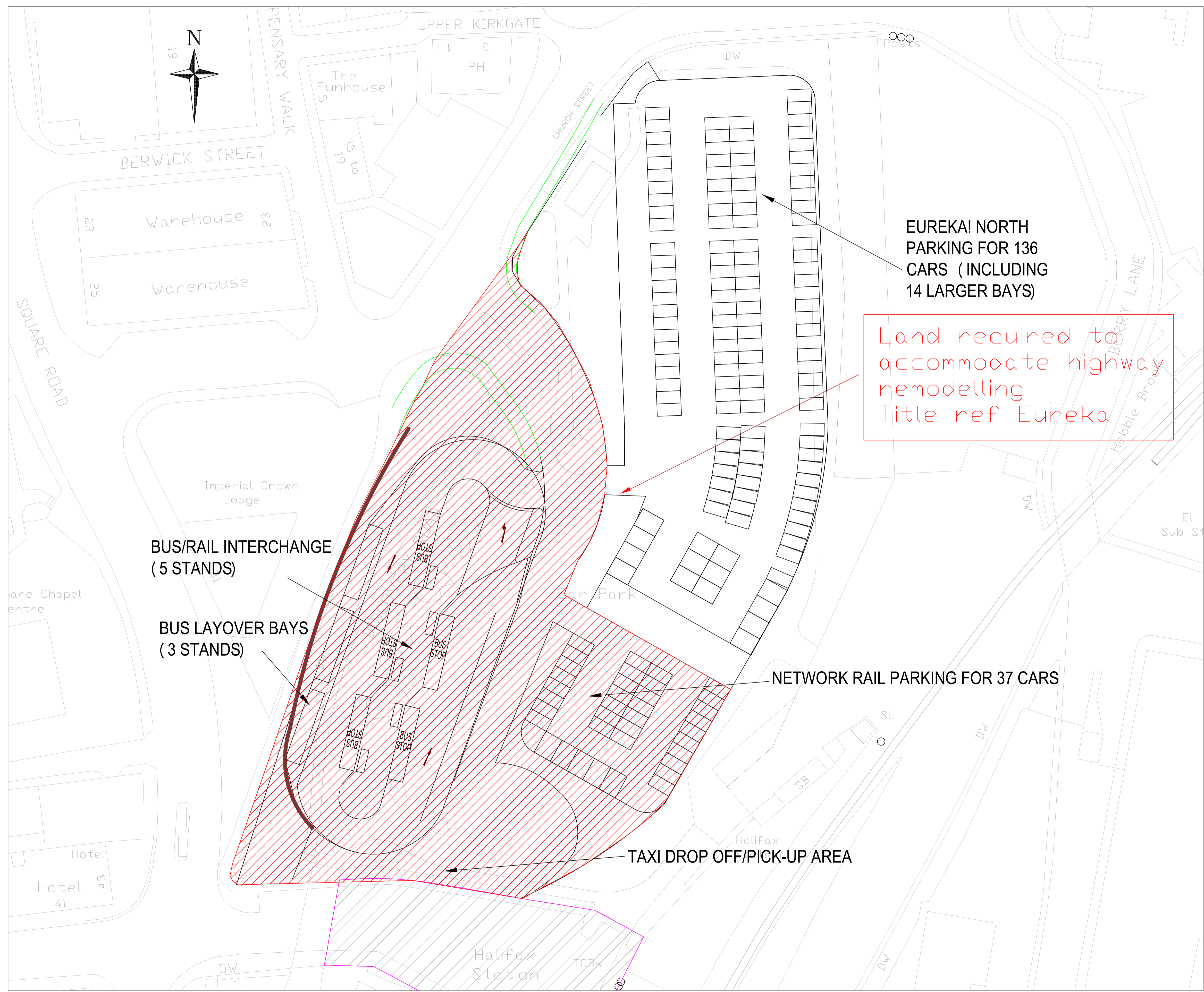
REV.	DATE	REVISION DETAILS	DRN.	CHKD.	APPRD.
PROJECT TITLE					
WEST YORKSHIRE PLUS TRANSPORT FUND A629 CORRIDOR					
DRAWING TITLE					
Halifax Town Centre PHASE 2A Land aquisition requirement Plot A4 - WYK419688					
Calderdale Council			Mark Thompson Acting Director Economy and Environment NORTHGATE HOUSE NORTHGATE HALIFAX. HX1 1UN		
OFFICE PROJECT NUMBER			DRAWING STATUS		
			Concept		
DESCRIPTION	DRG. SIZE	DRAWN	CHECKED	APPROVED	DATE
	A2	R.J.B.			May 16
SCALE	DRAWING NUMBER				REVISION
1:500	72/710/303				

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REV.	DATE	REVISION DETAILS	DRN.	CHKD.	APPRD.
PROJECT TITLE WEST YORKSHIRE PLUS TRANSPORT FUND A629 CORRIDOR					
DRAWING TITLE Halifax Town center PHASE 2a Land acquisition requirement Plot A5 - WYK 682336					
			Mark Thompson Acting Director Economy and Environment NORTHGATE HOUSE NORTHGATE HALIFAX. HX1 1UN		
OFFICE PROJECT NUMBER			DRAWING STATUS Concept		
DESCRIPTION	DRG. SIZE	DRAWN	CHECKED	APPROVED	DATE
	A2	R.J.B.			May 16
SCALE	1:500	DRAWING NUMBER		REVISION	
		72/710/304			

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EUREKA! NORTH
PARKING FOR 136
CARS (INCLUDING
14 LARGER BAYS)

Land required to
accommodate highway
remodelling
Title ref Eureka

BUS/RAIL INTERCHANGE
(5 STANDS)

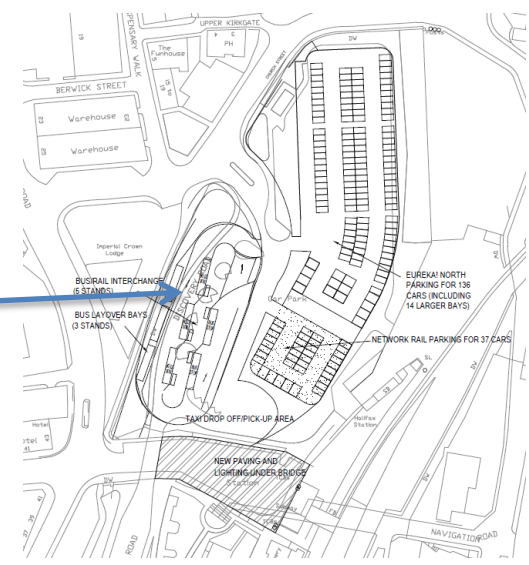
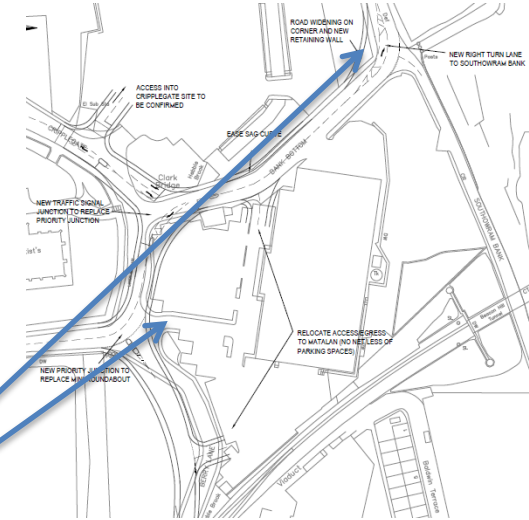
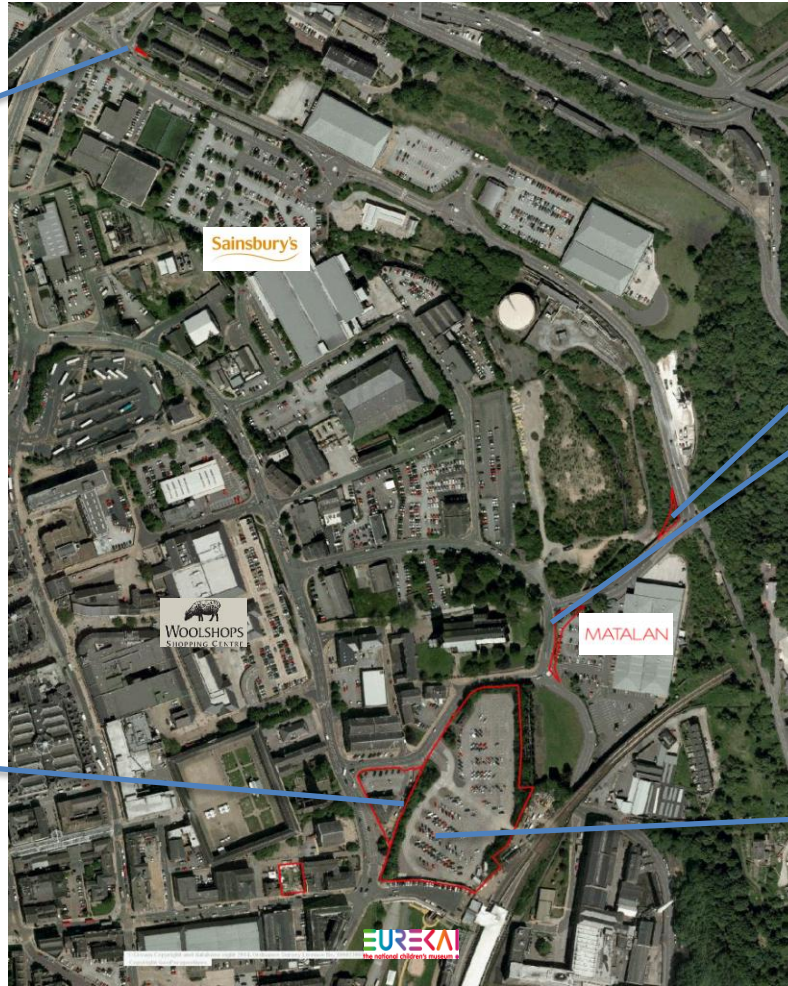
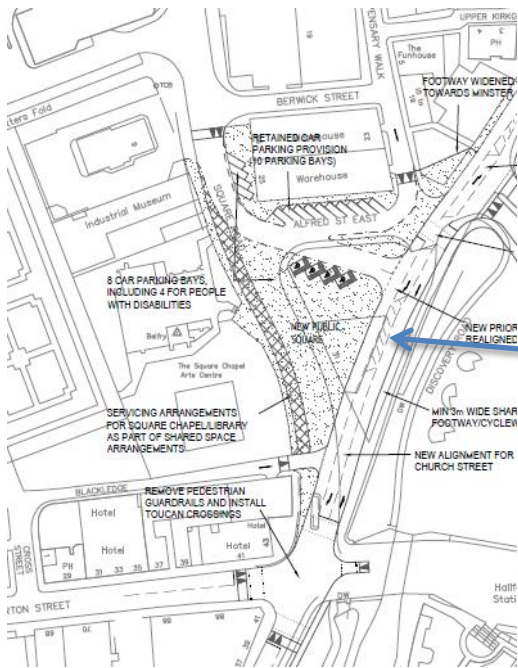
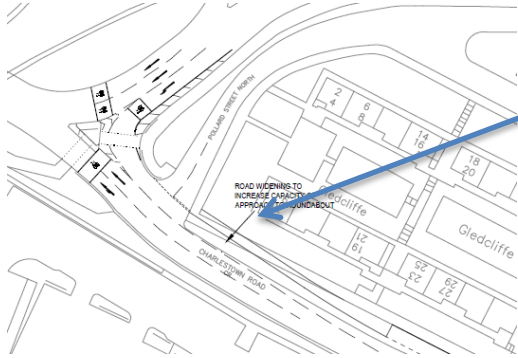
BUS LAYOVER BAYS
(3 STANDS)

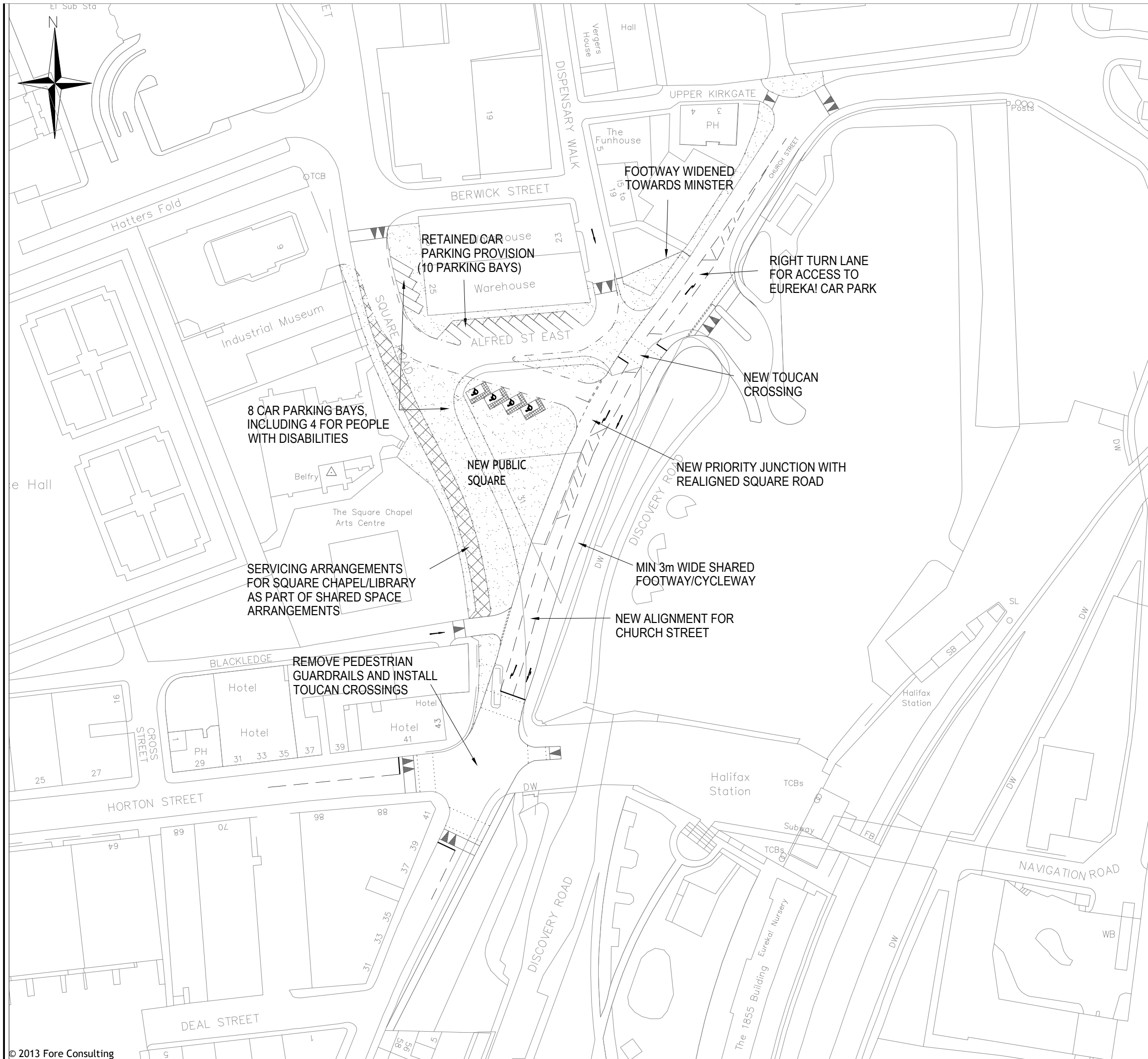
NETWORK RAIL PARKING FOR 37 CARS

TAXI DROP OFF/PICK-UP AREA

REV.	DATE	REVISION DETAILS	DRN.	CHKD.	APPRD.
PROJECT TITLE WEST YORKSHIRE PLUS TRANSPORT FUND A629 CORRIDOR					
DRAWING TITLE Halifax Town center PHASE 2a Land aquisition requirement Plot A6 - Eureka					
			Mark Thompson Acting Director Economy and Environment NORTHGATE HOUSE NORTHGATE HALIFAX. HX1 1UN		
OFFICE PROJECT NUMBER			DRAWING STATUS Concept		
DESCRIPTION	DRG. SIZE	DRAWN	CHECKED	APPROVED	DATE
	A2	R.J.B.			May 16
SCALE	1:500	DRAWING NUMBER	72/710/306	REVISION	

WY+TF Phase 2a – Land acquisition





Notes

1. Preliminary layout subject to full topographical survey & detailed design including CDM compliance, statutory undertakers search, diversion requirements, highway drainage provision, land availability and local authority approval.

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 2 Queen Street
 Leeds
 LS1 2TW
 0113 380 0250
 enquiries@foreconsulting.co.uk
 www.foreconsulting.co.uk

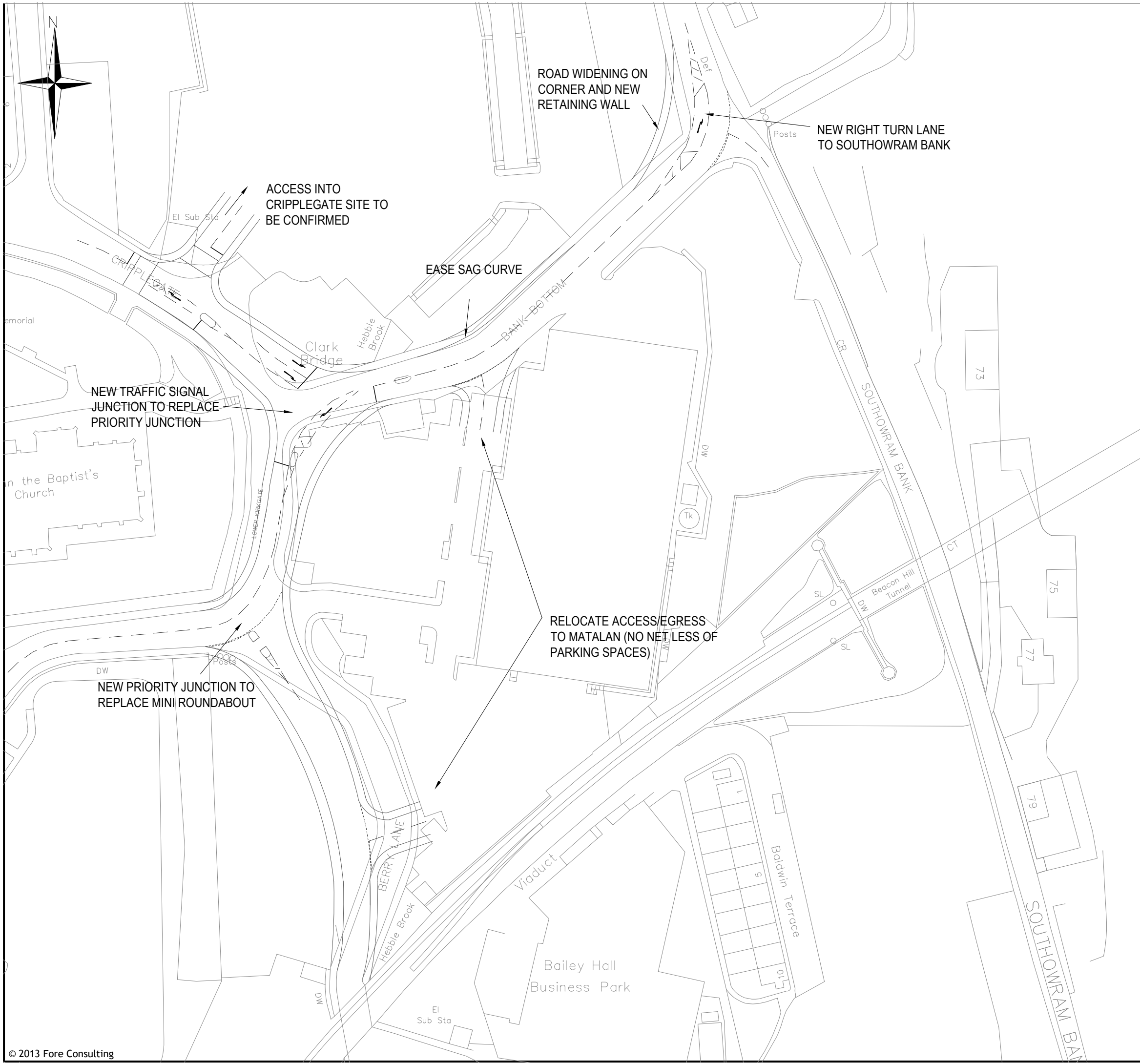


Client:
Calderdale Council

Project:
Halifax Town Centre Gateway 1

Drawing Title:
A629 Town Centre Improvements Schemes E05 and E06

Scale: 1:1000 @ A3	Drawing Status: Issue
Job Number: 3258	Drawing Number: 3258 SK002 15 E05 E06 F



Notes

1. Preliminary layout subject to full topographical survey & detailed design including CDM compliance, statutory undertakers search, diversion requirements, highway drainage provision, land availability and local authority approval.

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Client:
Calderdale Council

Project:
Halifax Town Centre Gateway 1

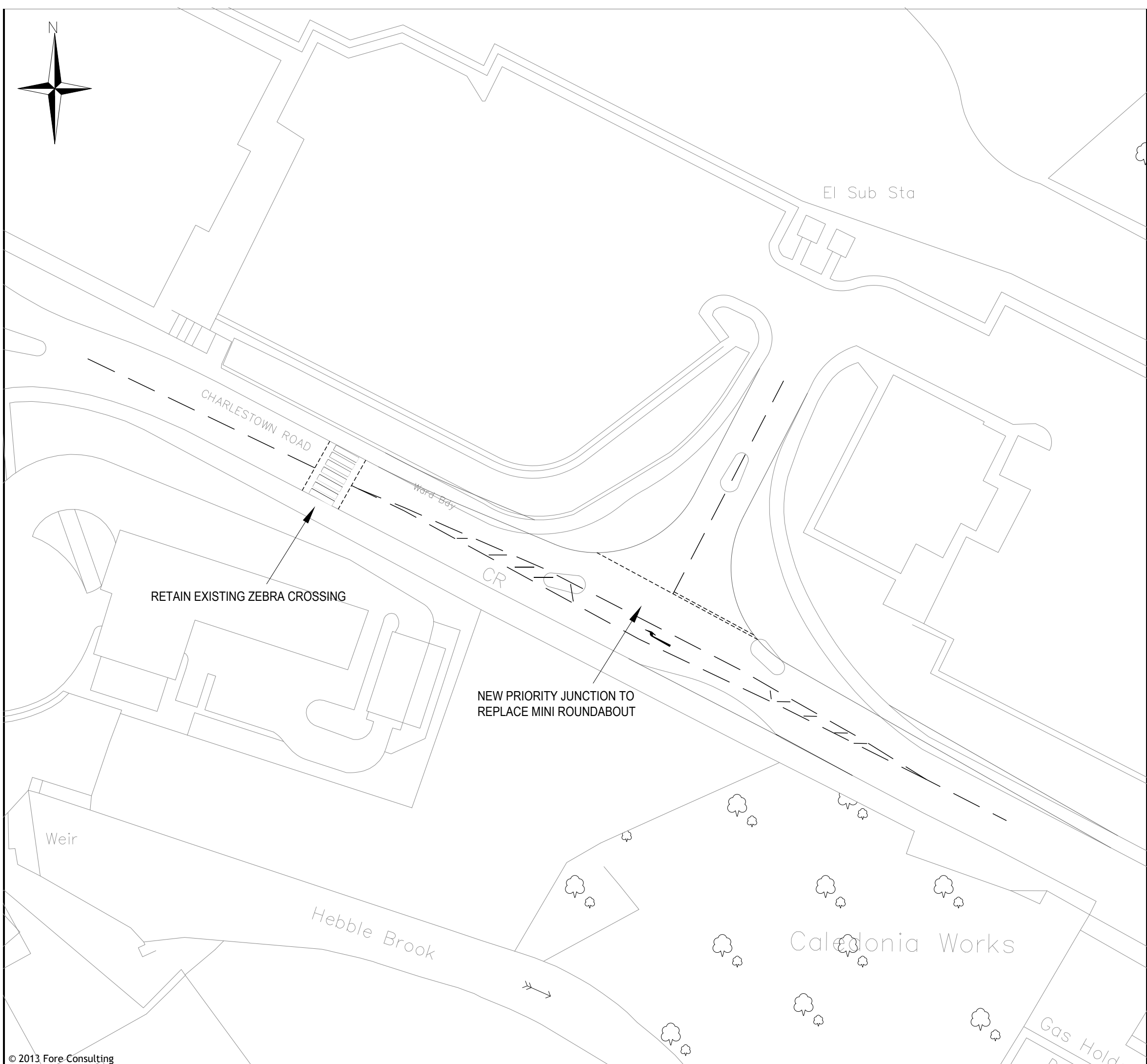
Drawing Title:
A629 Town Centre Improvements Schemes E07, E08 and E09

Scale:
1:1000 @ A3

Drawing Status:
Issue

Job Number:
3258

Drawing Number:
3258 SK002 18 E07 E08 E09 B



Notes

1. Preliminary layout subject to full topographical survey & detailed design including CDM compliance, statutory undertakers search, diversion requirements, highway drainage provision, land availability and local authority approval.

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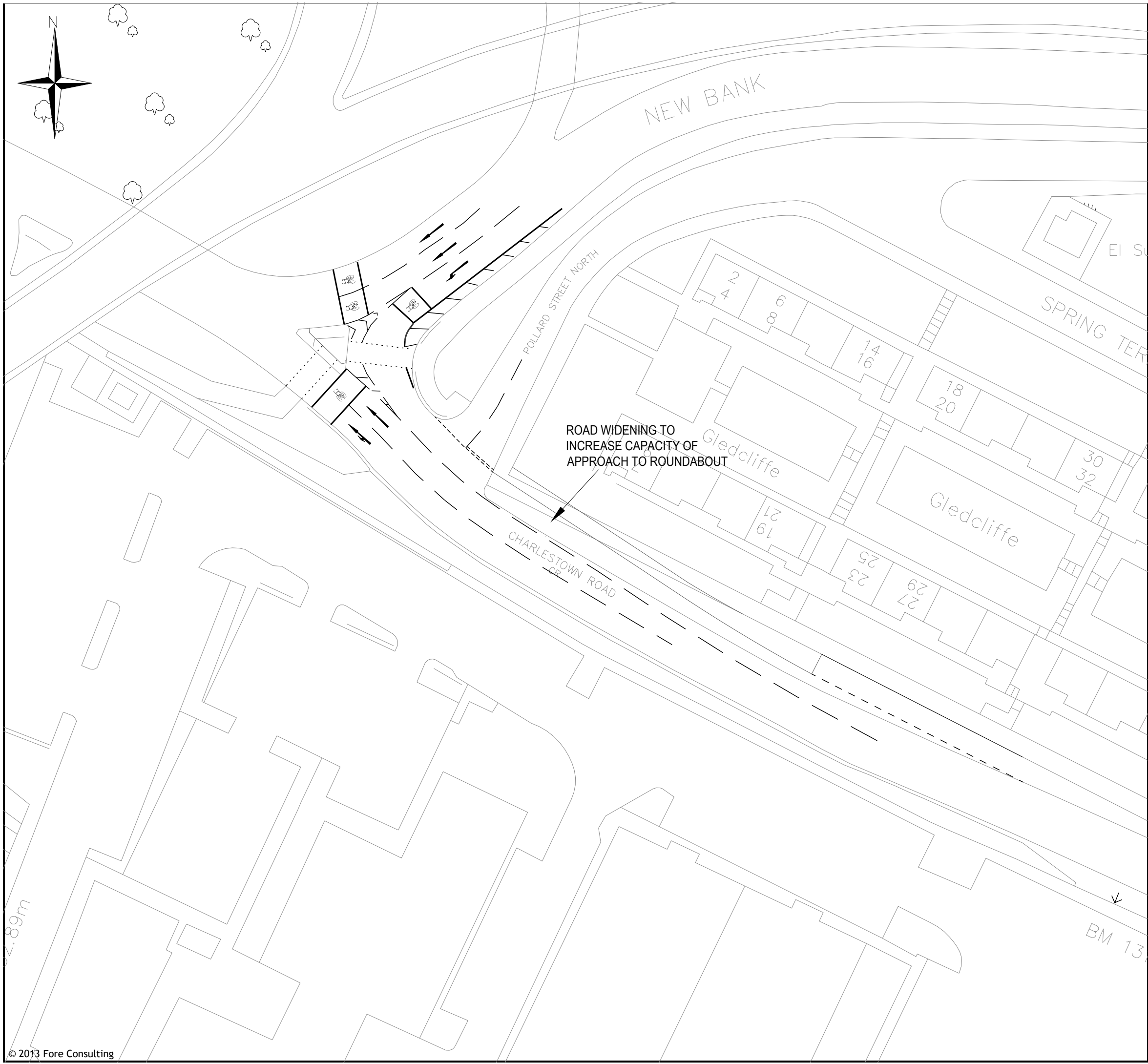


Client:
Calderdale Council

Project:
Halifax Town Centre Gateway 1

Drawing Title:
A629 Town Centre Improvements Scheme E11

Scale: 1:500 @ A3	Drawing Status: Issue
Job Number: 3258	Drawing Number: 3258 SK002 05 E11 B



Notes

1. Preliminary layout subject to full topographical survey & detailed design including CDM compliance, statutory undertakers search, diversion requirements, highway drainage provision, land availability and local authority approval.

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Client:
Calderdale Council

Project:
Halifax Town Centre Gateway 1

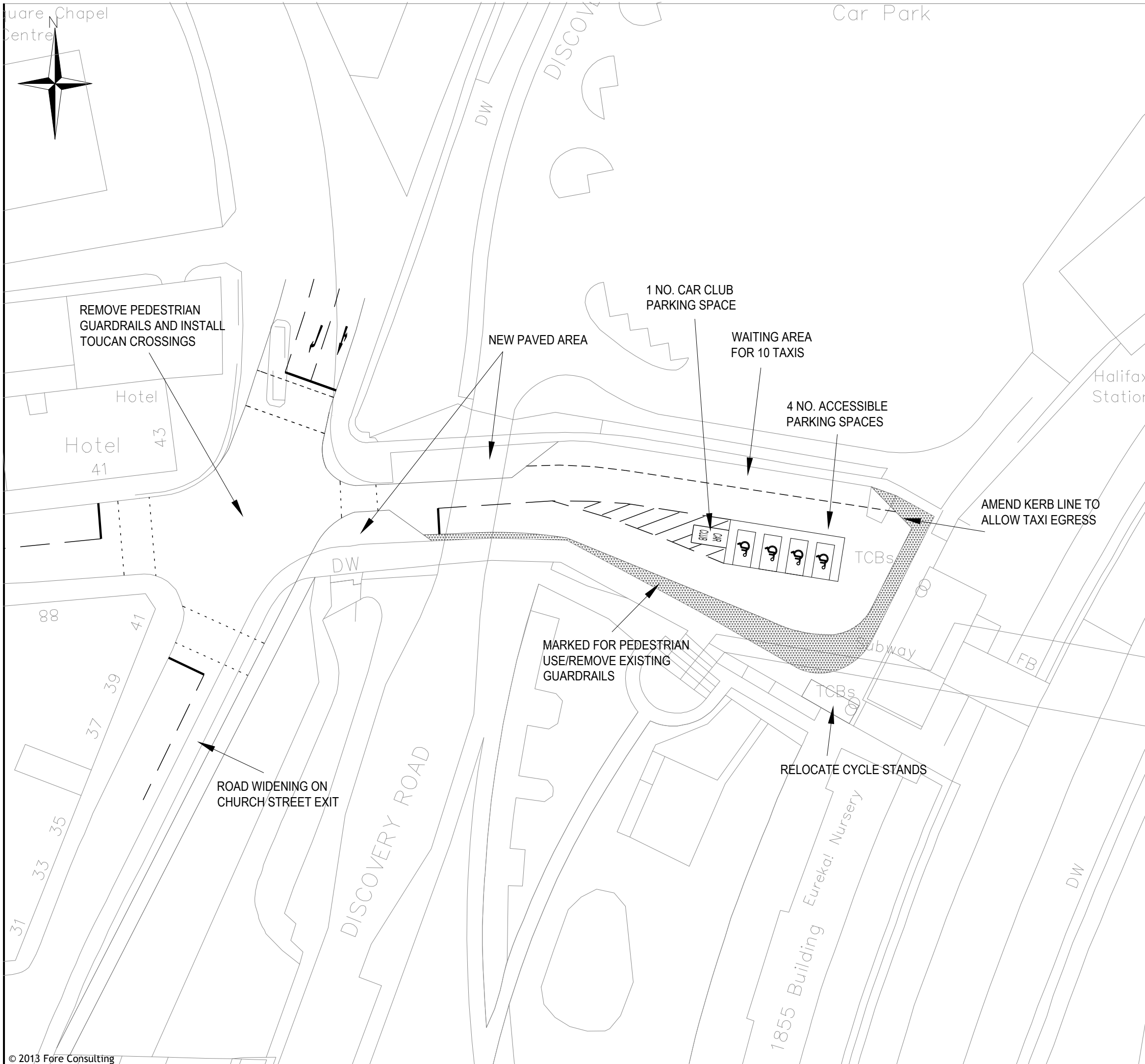
Drawing Title:
A629 Town Centre Improvements Scheme E13

Scale:
1:500 @ A3

Drawing Status:
Issue

Job Number:
3258

Drawing Number:
3258 SK002 06 E13 A



Notes

1. Preliminary layout subject to full topographical survey & detailed design including CDM compliance, statutory undertakers search, diversion requirements, highway drainage provision, land availability and local authority approval.

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Client:
Calderdale Council

Project:
Halifax Town Centre Gateway 1

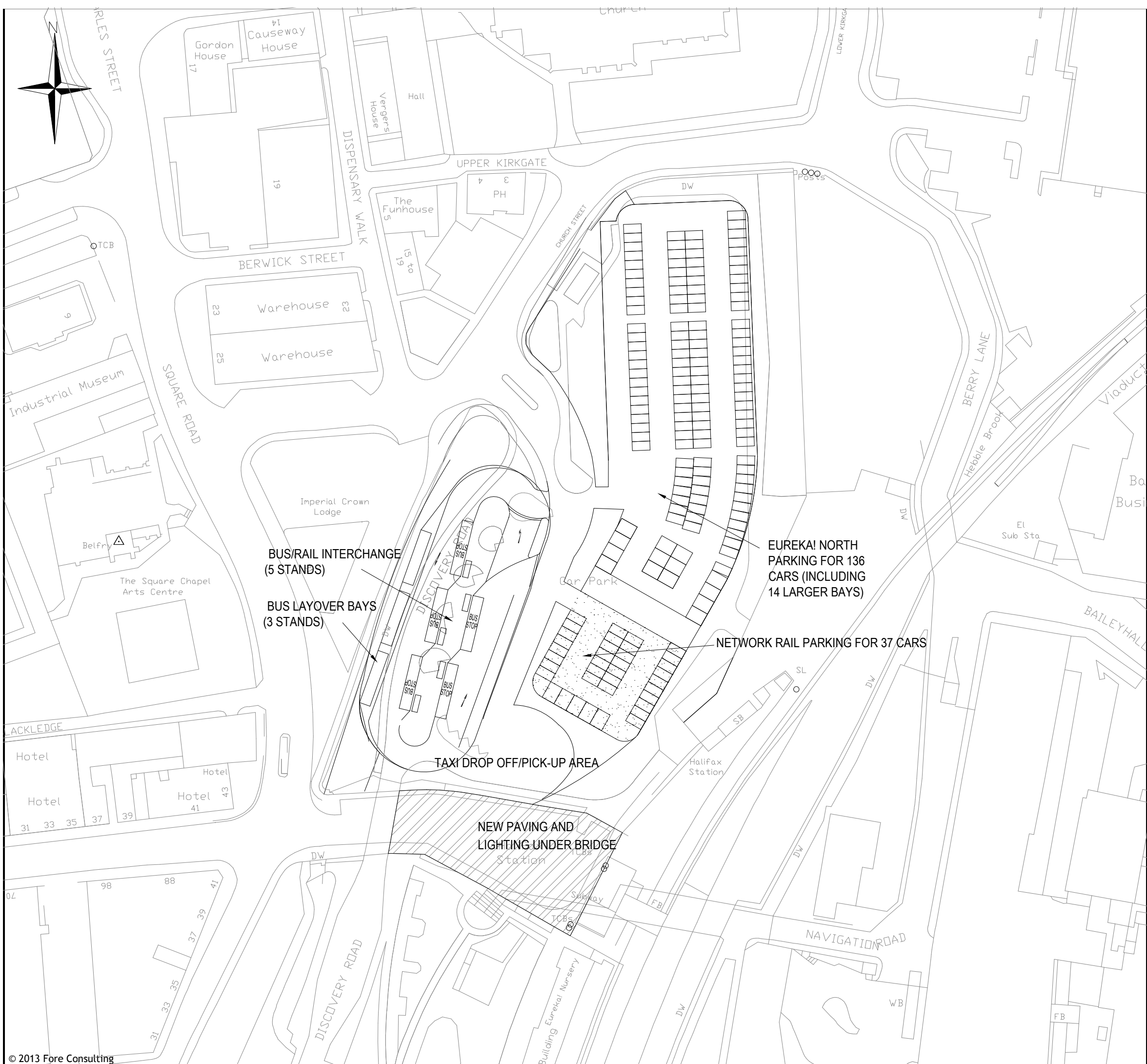
Drawing Title:
Proposed Rail Station Bridge Upper Level Layout - Scheme S01

Scale:
1:500 @ A3

Drawing Status:
Issue

Job Number:
3258

Drawing Number:
3258 SK002 10 S01 A



Notes

1. Preliminary layout subject to full topographical survey & detailed design including CDM compliance, statutory undertakers search, diversion requirements, highway drainage provision, land availability and local authority approval.

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Client:
Calderdale Council

Project:
Halifax Town Centre Gateway 1

Drawing Title:
A629 Town Centre Improvements Schemes S02 and S04

Scale: 1:1000 @ A3	Drawing Status: Issue
Job Number: 3258	Drawing Number: 3258 SK002 25 S02 S04 A

Appraisal Summary Table		Date produced:	26	11	2015	Contact:			
Name of scheme:		Halifax Town Centre				Name		Simon Pope	
Description of scheme:		The scheme includes three components: 1) Eastern Gateway and Station Access Improvements; 2) Northern Gateway and Bus Interchange/Hubs; 3) Southern and Western Gateways.				Organisation		CMBC	
						Role		Project Manager	
Impacts	Summary of key impacts	Assessment							
		Quantitative			Qualitative	Monetary £(NPV)			
Economy	Business users & transport providers In the future years the highway network will operate at, or close to, capacity as a result of the forecast levels of demand. As a result the network will suffer from severe congestion which is relieved by the scheme. The reduced levels of vehicle delay is to be expected given that the town centre network currently consists of a number of uncontrolled priority junctions or roundabouts which, with growth added, will become more congested and unstable in their operation. The scheme alters the balance of traffic flows between the east and west of the town centre with many of the junctions converted to traffic signal control. It also improves bus accessibility to key development sites and the rail station.	Value of journey time changes(£)		£88,426		Beneficial	£73,461		
		Net journey time changes (£)							
		0 to 2min	2 to 5min	> 5min					
		£988	£8,399	£59,038					
Reliability impact on Business users	The scheme will introduce greater highway network controls across the town centre to assist with improving reliability. The scheme also introduces bus priority measures to improve the reliability of bus journeys.								
Regeneration	The scheme will support the delivery of a number of key development sites including Cripplegate, the bus station and Water Lane. In addition, the increased accessibility of the wider town centre by all modes will improve productivity and increase the appeal of Halifax as a place in which to invest, resulting in further jobs growth and GVA uplift.	417 jobs are considered to be directly dependent on the scheme as a result of development land release. The WYCA UDM model estimates this additional employment capacity will be taken up in full. In addition, the increased accessibility of the wider town centre by all modes is predicted to generate a further 526 jobs, generating an additional annual GVA of circa £40.7m per annum (2009 prices).				Beneficial	N/A		
Wider Impacts	The performance of the transport network is key to the ability of Halifax (and more widely Calderdale and West Yorkshire) to meet its aspirations for economic growth. Halifax town centre is predicted to experience significant congestion during the peak periods in the future. Increasingly, congestion in the town centre will make it an unattractive destination for investment and will similarly impact on the perceived attractiveness of the wider District, given the need to travel through Halifax in order to reach parts of the Upper Calder Valley. The scheme will assist in minimising these issues and encourage growth within the town centre and beyond, leading to agglomeration benefits, labour market impacts and increased productivity. Planned investment in the public realm will encourage footfall into the town centre from Dean Clough, the rail station, and other peripheral attractors. It will also encourage people to spend more time in the town centre, creating a virtuous circle whereby increased footfall encourages increased investment by businesses and higher rateable values.	Using the TIL VURT it has also been calculated the scheme will provide an uplift in rateable values of circa £820k over a 15 year period.				Beneficial	N/A		
Environmental	Noise	Whilst the scheme does alter traffic levels within and on the approach to, the town centre, these changes should not contribute to significant increases in noise levels close to residential properties.		Further assessment of the scheme in relation to noise impacts will be undertaken as detailed design of the scheme is progressed.				Beneficial	N/A
	Air Quality	The reduction in congestion that results from the scheme will provide reductions in emissions of NOx, PM10, PM2.5 and hydrocarbons.		Further assessment of the scheme in relation to air quality impacts will be undertaken as detailed design of the scheme is progressed.				Beneficial	N/A
	Greenhouse gases	The monetised value of carbon savings has been taken from the TUBA analysis. The scheme is predicted to lead to a reduction in carbon emissions over 60 years of circa 35,763 tonnes. TAG Unit A3 Greenhouse Gases appraisal is to be completed.		Change in non-traded carbon over 60y (CO2e)		-35,742		N/A	£1,659
			Change in traded carbon over 60y (CO2e tonnes)		-21				
	Landscape	No suggestion that the scheme will have any impact on landscape given the requirement for only land take in relation to built up/brownfield sites.						Neutral	
	Townscape	Public realm design responds to existing and emerging pedestrian and cyclist desire lines to provide improved visibility and connectivity between town assets, and provides improved setting for key buildings and improved quality public realm.						Moderate to Large Beneficial (dependent on location)	
	Historic Environment	Public realm design responds to existing and emerging pedestrian and cyclist desire lines to provide improved visibility and connectivity between town assets, and provides improved setting for historic buildings and improved quality public realm.						Large Beneficial	
	Biodiversity	The scheme requires land take that only relates to built up/brownfield sites. As such biodiversity impacts will be negligible.						Neutral	
Water Environment	The scheme will not have any significant impacts on the water environment.						Neutral		
Social	Commuting and Other users	In the future years the highway network will operate at, or close to, capacity as a result of the forecast levels of demand. As a result the network will suffer from severe congestion which is relieved by the scheme. The reduced levels of vehicle delay is to be expected given that the town centre network currently consists of a number of uncontrolled priority junctions or roundabouts which, with growth added, will become more congested and unstable in their operation. The scheme alters the balance of traffic flows between the east and west of the town centre with many of the junctions converted to traffic signal control.		Value of journey time changes(£)		£114,585		Beneficial	£120,795
		Net journey time changes (£)							
		0 to 2min	2 to 5min	> 5min					
		£7,033	£15,091	£92,463					
	Reliability impact on Commuting and Other users	The scheme will introduce greater highway network controls across the town centre to assist with improving reliability. The scheme also introduces bus priority measures to improve the reliability of bus journeys.		Quantitative assessment not undertaken				Beneficial	
	Physical activity (including absenteeism)	The scheme will provide improved pedestrian and cycle links, with improved accessibility to and within the town centre. New infrastructure includes provision of a new link to an LSTF segregated cycleway into the town centre. Areas in the town centre retail core will be also be enhanced and pedestrianised. Each of these measures should reduce reliance on the private car for short distance journeys and encourage uptake of these modes with the knock-on benefits in terms of regular physical activity.		Physical activity benefits have been monetised based upon the Investing in Cycling and Walking: A Case for Action toolkit using updated values in the WebTAG Databook for November 2014.				Beneficial	£1,789
	Journey quality	The scheme includes a number of improvements to the public realm, pedestrian and cycle facilities which will improve the journey experience for people travelling on foot or by bicycle. The scheme also provides bus stop/interchange improvements for public transport users. The scheme should also reduce 'traveller stress' by providing a clearer access strategy for drivers approaching Halifax town centre.		The TIL VURT tool has been used to assess the benefits of the public realm improvements for pedestrians. The Investing in Cycling and Walking: A Case for Action Toolkit has been used to assess the journey quality benefits associated with the provision of the cycle route.				Moderate Beneficial	£1,883
	Accidents	The scheme will contribute towards improvements in road safety through the creation of a more controlled highway network with enhanced pedestrian crossing facilities and pedestrian friendly environments.		Accident savings have been calculated using COBALT. This suggests a reduction of 69 Accidents over the 60 year appraisal period.				Beneficial	£3,098
	Security	The scheme will provide improved areas of public realm (in terms of links and places) that are designed to improve coherence, consistency, visibility and landscaping of the pedestrian environment. These improvements will improve the actual and perceived security of the town centre as a whole. The redesigned bus station will be more compact with no stands that are remote from the main building. This will enhance surveillance of the facility and improve perceptions of safety. Best practice will also be followed in the design of the other bus hubs including at the rail station.						Moderate to Large Beneficial (dependent on mode)	
	Access to services	The scheme will deliver better access for pedestrians and cyclists to and within the town centre. It will also significantly enhance bus rail interchange opportunities for public transport users.		Based upon 14 unweighted Strategic Accessibility Assessment proformas identifying key destinations and vulnerable social groups, the Halifax Town Centre scheme has been assessed as having a moderate beneficial impact upon accessibility, particularly for key town centre destinations. Transport hubs such as the rail and bus stations came out particularly favourably.				Moderate Beneficial	N/A
Affordability	The scheme will not alter public transport fares or the actual out of pocket travel costs to the users.		No additional quantitative appraisal is thought necessary.				Neutral		
Severance	The scheme will reduce severance impacts at key gateways to the town centre, with the provision of enhanced at grade pedestrian crossings, narrower highway links and pedestrianisation of Market Street, a central thoroughfare. Traffic will increase on the eastern route around the town centre (Church Street, Lower Kirkgate, Bank Bottom) and whilst this could increase severance this will be mitigated where possible by enhanced crossing facilities.						Large Beneficial		
Option and non-use values	The scheme is considered unlikely to lead to any substantial changes to the availability of public transport services. However, improved bus accessibility to the eastern side of the town centre will increase mode choice options for travellers. No modal shift has been quantified at this stage, since any wholesale transfer onto bus or train is unlikely to be achievable until the full package of A629 corridor interventions and wider WY+TF investment in both the Station Gateway and Calder Valley line is realised. However, a large beneficial impact is ultimately likely to be achievable.		No additional quantitative appraisal has been undertaken at this stage until the collective impact with future phases of the A629 and Station Gateway schemes is known.				Large Beneficial		
Public Accounts	Cost to Broad Transport Budget	Costs of all elements of the scheme have been accounted, with appropriate adjustments made for future inflation and Optimism Bias. No additional operating costs have been assumed.						N/A	£49,120
	Indirect Tax Revenues	As per TUBA outputs						N/A	£4,189