

West Yorkshire Plus Transport Fund A629 Corridor – Preliminary Design, Land acquisition and deployment of Compulsory Purchase Powers as necessary for the West Yorkshire Plus Transport Fund Phase 2 – Halifax Town Centre Transformation

Report of the Director, Economy and Environment

1. Purpose of Report

- 1.1 Members are asked to consider for approval the preliminary design of the West Yorkshire Plus Transport Fund ('WT+TF') A629 Halifax Town Centre Phase 2 scheme.
- 1.2 There is an associated need to request approval for additional land acquisition to deliver WY+TF A629 Phase 2, further to Cabinet approvals 4th July 2016.
- 1.3 It is also necessary to request approval to pursue the making of Statutory Compulsory Purchase Orders (CPO) under the enabling powers of the Highways Act 1980. These powers will be used in parallel with attempts to acquire by negotiation.

2. Need for a Decision

- 2.1 Further to approvals agreed by Cabinet in July 2016, the scope of the scheme and the highway design have matured. Further land acquisition is necessary to enable the amended scheme and design to happen. This requires approval from Cabinet.
- 2.2 Approval is also required to enable the Council to underwrite costs associated with land assembly / highway enabling works. Costs will be reimbursed in full by the West Yorkshire Combined Authority (WYCA) following approval of a Full Business Case for the finalised scheme.
- 2.3 Approval is required to enable the Council to enter into a funding agreement with the WYCA which will release funding at each of the programme activity stages.

3. Recommendation

It is recommended:

- 3.1 That the preliminary design at Appendix A, the acquisition of required land and land interests as shown within Appendix B is approved with delegation of detailed agreements to the Director of Economy and Environment and Head of Democratic & Partnership Services in consultation with the relevant Portfolio Holder(s)

- 3.2 That the use of Compulsory Purchase Orders under sections 239, 240, 250 and 260 of the Highways Act 1980, section 226 of the Town and Country Planning Act 1990 and all other enabling powers as appropriate in relation to the purchase of land and all relevant interests for Phase 2 shown within Appendix B and the Statement of Reasons contained within Appendix C is approved.
- 3.3 That the Council underwrites an additional cost of £224k in relation to land acquisition, enabling works and compensation to be completed up to a value of £1.1 m in relation to Phase 2.
- 3.4 The Director of Economy and Environment and Head of Finance in consultation with the relevant Portfolio Holder(s) progress all works necessary to deliver the scheme.
- 3.5 That the Council enter 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 2, with delegation to the Head of Democratic & Partnership Services in consultation with the relevant Portfolio Holder(s).
- 3.6 That the acceptance of WY+TF funding and the entering into of relevant funding or other legal agreements with the West Yorkshire Combined Authority, for release of the funding required to deliver the West Yorkshire Transport Fund Programme is approved with delegation to the Director of Economy and Environment and Head of Democratic & Partnership Services in consultation with the relevant Portfolio Holder(s) with respect to the completion of the necessary legal agreements.

4. Background

- 4.1 The availability of funds through the West Yorkshire Transport Fund presents a once in a lifetime opportunity to upgrade transport links into and around Halifax. Members will be aware the West Yorkshire Transport Fund Phase 1 major works are now on site to improve the A629 approach to Halifax. At the same time work has continued apace to develop the detail of Phase 2 of the Transport Fund scheme. More detailed design has been based on extensive consultation over the last few months and the results are now presented for approval
- 4.2 Great progress has been made to date by Calderdale Council working in partnership with stakeholders to secure the necessary funding to take the proposals for Halifax Town Centre from concept ideas through to detailed design.
- 4.3 The proposals for Halifax Town Centre comprise three key elements, the delivery of which is targeted to be completed for 2021:
- Upgrade of the eastern corridor (Church Street, Bank Bottom, Berry Lane, Charlestown Road) including developing an 'Eastern Gateway' through the creation of a public square and provision of improved and enhanced pedestrian and cycle access facilities from the Rail Station into Halifax Town Centre.
 - Upgrade of the Northern Gateway (Northbridge, Broad Street, Cross Hills) into Halifax Town Centre and extensive public realm improvements in Halifax Town Centre including improvements to Market Street and the reconfiguration of bus movements.
 - Enhanced Southern and Western Gateways (Wards End, Bull Green, Cow Green) in Halifax Town Centre.
- 4.4 The proposed works will enhance the Historic Heart of Halifax through...
- Safety- reducing potential for conflict between vulnerable road users and motor vehicles
 - Environment - reducing noise and air pollution
 - Accessibility - increasing pedestrian and cycling activity and creating an environment where children and mobility impaired users feel more confident
 - Economy-evidence from elsewhere demonstrates that Improvements In the quality of streetscape have led to a more vibrant local economy with improved footfall, retail sales, visitor attraction and regeneration of land and buildings.

Scheme vision and benefits – Phase 2 (WY+TF)

- 4.5 In order to deliver the improvements to the Town Centre, it is necessary to undertake highway improvements to the eastern corridor and western corridor. This will result in improved journey times for through traffic, especially at peak times.
- 4.6 The key areas of focus for the proposed improvements to Halifax Town Centre are shown below. Additional Plans in the Appendices to this report shows the proposed approach to these areas in more detail.



4.7 The proposed scheme will:

- Bring forward 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 building on the success of the Piece Hall quarter.
- 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, the first impression and sense of arrival into the town, as well as connections to it from all directions;
- Facilitate easier 'way-finding' around the key town centre visitor attractions and retail areas.
- Create a modified eastern route for vehicular traffic that allows the expansion of the Town Centre to the east, improving access to key development sites.
- Deliver accessibility/arrival improvements at the rail station to ensure strong linkages with the proposed new public square.
- Improve Halifax's Northern Gateway and bus provisions, including interchange/hubs and provide enhancements around the town's

Southern/Western gateways, reducing severance, improving the public realm and unlocking development.

- 4.8 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 access issues can be addressed by the implementation of this scheme.
- 4.9 In addition to improving general accessibility and appeal of established/emerging employment attractors, the scheme will have a direct bearing on business activity by 'opening up' access to additional development plots.
- 4.10 The total new employment opportunities physically "unlocked" by the whole of the Phase 2 scheme is currently estimated as 417 Full Time Equivalent (FTE) jobs based on a commercial assessment of likely employment land uses. These direct employment impacts will increase apprenticeships and local labour opportunities, with a positive impact on the supply chain and the wider economy by having more businesses located within the town centre.
- 4.11 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 approximately £40.7m by 2026.
- 4.12 Improving access for visitors into the town centre is fundamental, as their spending power will help underpin the economic vitality of the town centre which will lead to growing investor confidence and jobs creation. The town centre has some significant tourist draws, with the more recognised attractions being Eureka! and the Piece Hall.
- 4.13 Eureka! attracts over 300,000 visitors each year with ambitions to increase this. The majority of these visitors leave Halifax after their visit, meaning the economic benefits (visitor spend) of this regional attraction are not captured within the local economy. There is a perception that the museum is divorced from the town and physical connections between the museum/rail station and the town centre create 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 poor pedestrian environment on Church Street.
- 4.14 The creation of a more attractive gateway between the rail station and town centre, together with resulting reductions in highway congestion, urban realm improvements and pedestrian/cyclist connectivity enhancements will be delivered through this scheme. These will complement Eureka!'s proposals to open up the museum site to improve connections with the town centre, thereby enabling visitors to enjoy Halifax's numerous other attractions. Further detail of the Station Gateway will emerge from associated studies currently underway.
- 4.15 The scheme will create benefits for pedestrians and cyclists, providing health benefits associated with increased use of active travel modes. As well as new public spaces, the scheme will deliver improvements to footways and cycle infrastructure.
- 4.16 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".

- 4.17 Appraisal of the scheme using the Department for Transport's Transport Users Benefit Appraisal (TUBA) software indicates the scheme will deliver a present value of benefits (PVB) of **£1.659 million** due to the change in carbon dioxide equivalent (CO₂e) emissions.
- 4.18 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
- 4.19 These transformational proposals to Halifax Town centre give a strong emphasis on sustainable growth, supporting jobs and opportunities for Calderdale residents. As such, these are a strong fit with the Council's priorities of Growing the Economy and Building a Sustainable Future.
- 4.20 The vision and benefits of the Phase 2 WY+TF scheme are summarised below and explored in detail with in Appendix A.

5 Consultation

- 5.1 A wide ranging and detailed consultation has taken place over recent months. Details of consultation with landowners and wider public engagement activity to date are set out at Appendix D. 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.
- 5.2 Consultation on the Town Centre Phase 2 proposals has been characterised by on-going dialogue and adjustments to the scheme in a spirit of Co-Design. A summary of how the scheme has evolved in response to consultation is included in Appendix D. This process has resulted in a high degree of stakeholder and consultee support for the scheme.
- 5.3 Of course no scheme proposing substantial change and improvement will enjoy unanimous support. Some parties have questioned the fuller pedestrians of Market Street which is an important feature of the proposals. This work will extend the high quality Piece Hall townscape into the town improve the link between the Piece Hall and the Borough Market. The road is currently characterised by bus stops, often with a queue of idling diesel buses. Modifications have been made to ensure that bus and taxi access will be available nearby on King Edward Street. In general, the

scheme is marked by a high level, of support for this dramatic opportunity to take forward the economic and environmental potential of Halifax.

- 5.4 Significant engagement has already taken place with affected landowners. Landowners have been contacted in the Phase 2 area and presented with scheme proposals highlighting land acquisition implications for their property / holdings. Response has been mostly 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.
- 5.5 A website www.calderdalenextchapter.co.uk was created in May 2016 and contains the plans and information in relation to the Phase 2 scheme and contains details of the Halifax Town Centre Delivery Plan and all other West Yorkshire Plus Transport Fund proposals. It also offers a 'contact us' function which the team directly managing the Transport Fund proposals manage.
- 5.6 A public consultation event was held on the 18th of July 2017. The event was extremely well attended by a variety of stakeholders and interested parties, with significant support for proposals.
- 5.7 The Phase 2 scheme require planning permission and this will lead to a further statutory consultation process. This is currently planned for early 2018.
- 5.8 A list of stakeholders is provided within **Appendix E**.

6 Earlier Approvals and Timeline

- 6.1 Cabinet approval was provided for initial land assembly to support the WY+TF Phase 2 scheme on the 4th of July 2016 (see Appendix E). Since then, Officers have completed detailed work on the preliminary design and have undertaken negotiations with land owners/occupiers. More detailed design work has resulted in an increased land requirement for the scheme to enable full benefits to be realised.
- 6.2 Phase 2 gained Outline Business Case approval from the WYCA during March 2016, which released funding to take the scheme forward to the detailed design stage
- 6.3 The scheme is programmed for delivery in 2019-2021. Construction works are planned to start in Quarter 1 2019, meaning land acquisition needs to be agreed by Spring 2018. Failure to complete acquisition by negotiation will mean a Compulsory Purchase Order is required. This would result in a significant delay (up to 2 years) to the delivery programme. WYCA will not release construction funding without land being secured. In order to deliver the projects benefits as early as possible, the Authority must progress preparatory works and land negotiations. This requires underwriting these land costs. Appendix A contains the preliminary design plan and Cabinet are asked to underwrite the costs of land acquisition in advance of WYCA approval.

7 Financial implications

- 7.1 The report considered by Cabinet on 04 July 2016 contained details of the budget of £8.694m, set aside for Phase 2a (Eastern Gateway & Station Access Improvements) to fund preliminary design, transportation modelling, land and compensation costs associated with the scheme.

The indicative anticipated total land and compensation spend was estimated to be in the region of £873.5k

Paragraph 6.7 of that report stated that further reports would be presented to Cabinet as required when firmer details were available in relation to these costs.

- 7.2 Since the original report the West Yorkshire Plus Transport Fund Programme has moved away from looking at the A629 Corridor Halifax Town Centre as 3 separate projects, namely Phase 2a, Phase 2b and Phase 2c, and they have now been incorporated into a single Phase 2 Project. The cost contained in this report for land acquisition and compensation costs of £1.1m now relates to all 3 previous phases.
- 7.3 The Council agreed to underwrite the cost of £873.5k for land purchase and compensation associated with Phase 2a. Approval is now sought from Cabinet to underwrite a further cost of £224k to allow the overarching Phase 2 proposal to proceed. It should be noted that until the Council receives approval for Activity 5 of the West Yorkshire Combined Authority (WYCA) Assurance Process, the land and compensation cost will be 'at risk', and have to be borne by the Council.
- 7.4 In total funding of £40.931m has been set aside for Phase 2 by WYCA, subject to the successful approval of Business case submissions for the following sub schemes:

- Phase 2A Eastern Gateway & Station Access £8.694m
- Phase 2B Northern Gateway & Bus Interchange £22.088m
- Phase 2C Southern & Western Gateways £10.149m

Total	£40.931
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West Yorkshire Plus Transport funding allocation made available by the Government is only secure until the portfolios performance is reviewed in the financial year 2021. Failure to deliver the project by this date will jeopardise the certainty of funding being made available for the project.

- 7.5 WYCA previously released £2.6m to undertake detailed design for Phase 2. A successful Activity 5 'construction approval' submission to WYCA will release the delivery funding for the project. This will reimburse the Council for any land acquisition monies forward funded by the Authority. This is currently programmed for Autumn 2018. Additional monies 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.

- 7.6 If the scheme, or any elements of it, do not gain full WYCA 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 or used for other purposes for the benefit of the amenity of the town.
- 7.7 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.

8 Legal Implications

- 8.1 In accordance with the Department for Communities and Local Government (DCLG) document 'Guidance on Compulsory purchase process and The Critchel Down Rules for the disposal of surplus land acquired by, or under threat of, compulsion' ('the DCLG Guidance'), and The Department for Transport's Note on the Preparation, Drafting, Submission of Compulsory Purchase Orders for Highway Schemes and Car Parks for which the Secretary of State is the Confirming Authority, Circular No. 2/97 ('the DfT Guidance') 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, sections 239, 240, 250 and 206 are likely the appropriate choice in relation to the highway itself, with section 226 of the Town and Country Planning Act 1990 to enable acquisition of land for the new public square.
- 8.2 Deployment of the statutory powers is to the fore because it is uncertain land can be acquired by agreement. All reasonable efforts will continue to be made to acquire the necessary land and rights by private negotiation 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.
- 8.3 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.
- 8.4 The scheme is being undertaken by the Council primarily as Local Highway Authority who is empowered under the Highways Act 1980 to acquire land to undertake the corridor improvements as improvement to the highway.
- 8.5 Prior to use of compulsory purchase powers, a compelling case in the public interest must be made out. 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 encourages authorities to undertake negotiations in parallel with preparing and making a compulsory purchase order.

- 8.6 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.
- 8.7 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.
- 8.8 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.
- 8.9 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.
- 8.10 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.
- 8.11 The relevant procedure is contained within the Acquisition of Land Act 1981, supplemented by the DCLG Guidance and the DfT Guidance. 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.
- 8.12 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.
- 8.13 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.
- 8.14 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.

- 8.15 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.
- 8.16 Non delivery of Phase 2 will severely compromise the successful delivery of the interventions contained within the later phases of the scheme (contained within the Station Gateway) and reduce the likely impact of the Halifax Town Centre Delivery Plan interventions.
- 8.17 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.
- 8.18 It will be necessary for the Council to enter into a funding agreement(s) with the WYCA in order to drawdown future funding.

9 Equality and Diversity

- 9.1 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 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 any Compulsory Purchase Order and that the Order, if confirmed, would strike an appropriate balance between public and private interests

10 Summary and Recommendations

- 10.1 The West Yorkshire Transport Fund Phase 2 proposals for Halifax Town Centre represent a once in a lifetime opportunity to deploy a £40 million investment in improved access, improvement to townscape, and economic potential for the town.
- 10.2 Members are asked to consider whether the economic, social and environmental benefits derived from the remodelling of the A629 highway corridor under the WY+TF 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. Permission is also required to allow the Council to underwrite costs for Phase 2 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.

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The preliminary designs will be available on enlarged paper for Members to consider and the associated visual impressions at the Cabinet meeting.

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

Main Legislative Powers:-

The Acquisition of Land Act 1981
The Highways Act 1980
The Town and Country Planning Act 1990

Highway documents:-

Relevant National Circulars

- a) DCLG Guidance on Compulsory purchase process and The Critchel Down Rules for disposal of surplus land acquired by, or under threat of, compulsion
- b) The Department for Transport's Note on the Preparation, Drafting and Submission of Compulsory Purchase Orders for Highway Schemes and Car Parks for which the Secretary of State is the Confirming Authority, Circular No. 2/97

Other relevant documents

- a) WYTF A629 Phase 2 Gateway 1 Outline Business Case
- b) Halifax Town Centre Delivery Plan
- c) Statement of Reasons

The documents are available for inspection at:

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

APPENDIX A

PRELIMINARY DESIGN

Halifax Town Centre (A629 Phase 2, WY+TF)

Preliminary Design Summary Report

West Yorkshire Combined Authority & The Metropolitan Borough Council of Calderdale

September 2017

Quality information

Prepared by	Checked by	Verified by	Approved by
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Revision History

Version	Revision date	Details	Authorized	Name	Position
1	15-Sept-17	Draft for comment	NB	Neil Brownbridge	Regional Director
2	21-Sept-17	Updates to figures and drawings following comments on draft	NB	Neil Brownbridge	Regional Director

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An abstract geometric design featuring three thin black lines on a white background. One line is a straight diagonal line running from the top-left towards the bottom-right. The other two lines are curved, starting from the left edge and arching upwards towards the right edge, intersecting each other and the diagonal line.

Introduction

01

1. Introduction

Scheme Summary

The proposed scheme is summarised in **Figure 1**. Key features include:

- **Gateway entry points** to promote the sense of arrival into Halifax town centre from the east, north and west, in particular for pedestrians and cyclists.
- **Pedestrianisation of Market Street** as a key placemaking objective of the scheme
- Creation of an **anti-clockwise 'bus box'** to maximise bus penetration to the central 'core' in context with the above pedestrianisation objective, plus improved **bus/rail interchange**
- Modified **eastern corridor** to improve the efficiency and attractiveness of the route, reducing through traffic in Halifax town centre
- Modified **A629 western corridor** to improve the efficiency and attractiveness of the route, reducing through traffic in Halifax town centre.

Report Content

This report summarises the preliminary design and is structured as follows:

- **Chapter 2** - western corridor scheme
- **Chapter 3** - eastern corridor scheme
- **Chapter 4** - town centre scheme.

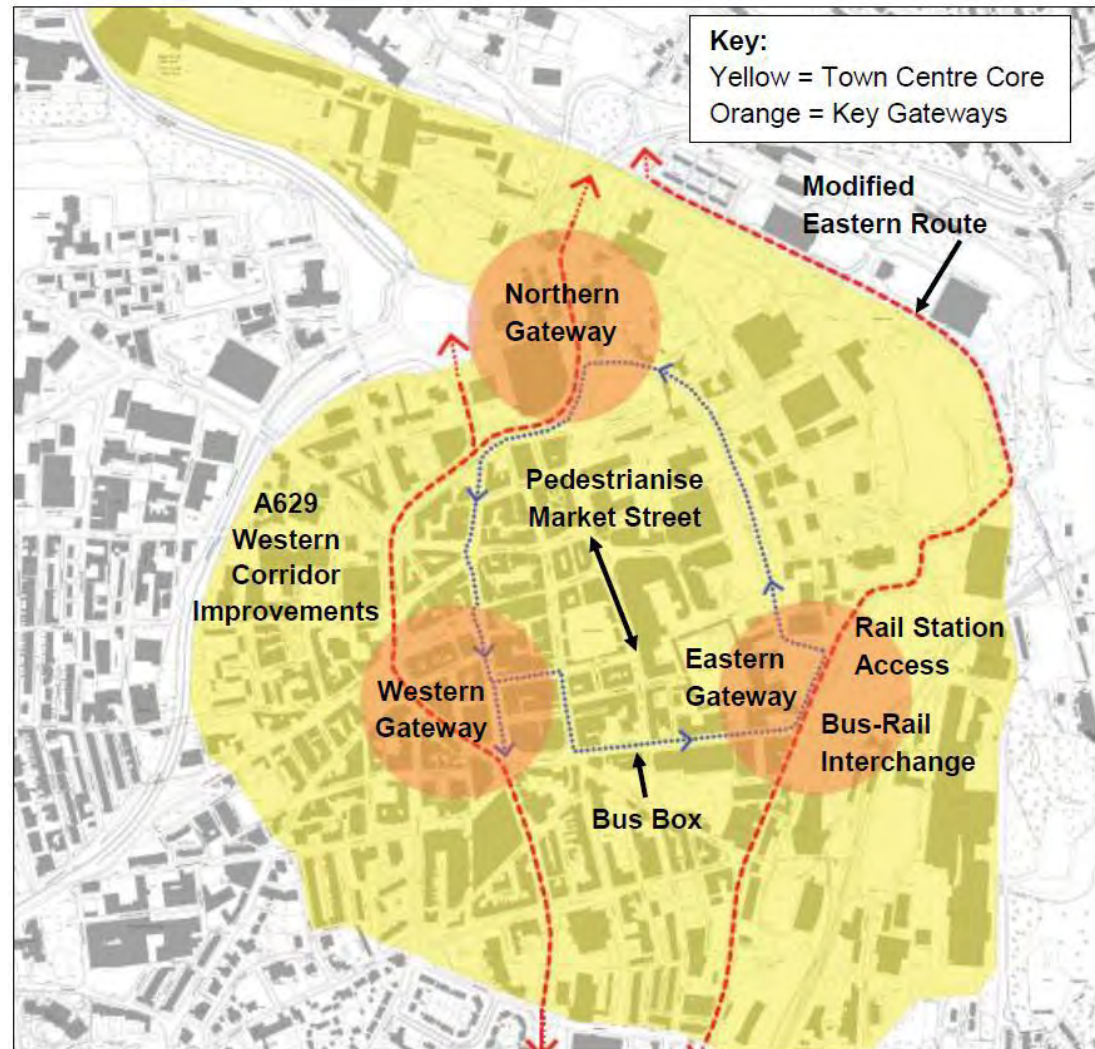


Figure 1 – Scheme Overview



Western Corridor

2

2. Western Corridor

Corridor description

The A629 western corridor stretches from the junction with Prescott Street to the south to the junction with Cross Hills to the north. This route section is approximately 1km in length and provides the main orbital route around the western side of Halifax Town Centre. The route is currently urban dual carriageway for a significant section between the junction with Bull Green and with Cross Hills. A narrower single carriageway section extends between the junction with Commercial Street and Bull Green.

The A629 western corridor interfaces with a number of key radial approach links including Bull Green; Pellon Lane; Orange Street; Cross Hills; and North Bridge. Key connecting links to the town centre include Commercial Street; Powell Street; Rawson Street; George Street; Silver Street; Crown Street; Waterhouse Street; Northgate; and Winding Road.

Design objectives

Key overarching design objectives for the western corridor include:

- To address the severance created by the western corridor for pedestrians and cyclists.
- To provide key gateways into Halifax town centre from the western and northern approaches.

- To maximise operational efficiency of the western corridor.

Chapter structure

This chapter provides summary details of the preliminary design of the key junctions identified for improvement along the A629 western corridor as shown on **Figure 2** and listed below:

- Junction 01 – Prescott Street
- Junction 02 – Commercial Street
- Junction 03 – Bull Green
- Junction 04 – Pellon Lane
- Junction 05 – Orange Street
- Junction 06 – Northgate / Winding Road
- Junction 07 – Cross Hills / North Bridge.

The specific design objectives, an overview of the key preliminary design features; and reference to the supporting optioneering and scheme assessment work are provided for each junction in the following sections.



Figure 2 – Western Corridor Location Plan

Junction 01 – Prescott Street

Design Objectives

Key design objectives for this junction include:

- Provide high quality cycle facilities on the A629 as a key cycle route to/from Halifax town centre.
- Provide controlled pedestrian crossing facilities that service the desire lines.
- Improve the operational efficiency of the junction and the A629 corridor in particular.

Preliminary Design

The preliminary design for this junction is shown in **Figure 3**. Existing kerblines are shown as dashed lines. Key design features include:

- Continuous northbound and southbound cycle lanes on the A629.
- Controlled pedestrian crossing facilities serving key desire lines.

To achieve the proposed design a single southbound lane has been provided on Portland Place and the left turn from Portland Place into Prescott Street is to be prohibited. This is currently a relatively low flow turning movement.

Design Evolution

The evolution of the preliminary design at this junction including options considered and associated advantages and disadvantages are detailed in the supporting **Volume 2, Appendix A**. This appendix includes a summary of 2015 traffic turning count data and key option assessment modelling results using LinSig.

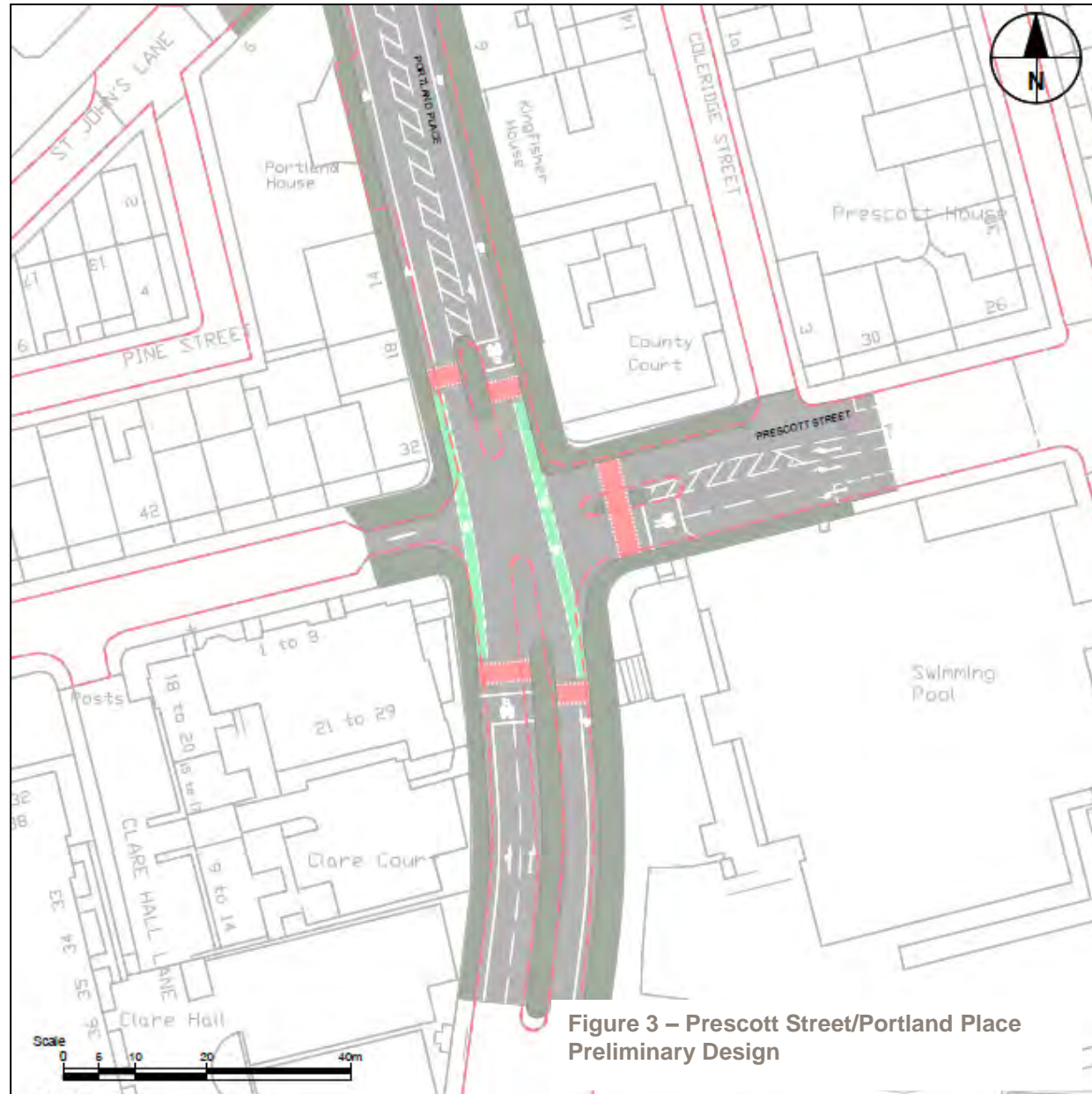


Figure 3 – Prescott Street/Portland Place Preliminary Design

Junction 02 – Commercial Street

Design Objectives

Key design objectives for this junction include:

- Address the severance caused to pedestrians by the western corridor and improve the pedestrian crossing facilities serving key desire lines to/from major attractors.
- Address the vehicle dominated environment by reducing the junction footprint and creating a 'gateway' sense of arrival into Halifax town centre.
- Provide cycle crossing facilities connecting the A629 to/from the town centre.
- Improve the operational efficiency of the junction and the A629 corridor in particular.

Preliminary Design

The preliminary design for this junction is shown in **Figure 4**. Existing kerblines are shown as dashed lines. Key features include:

- Reduced junction footprint with straight across, wide controlled pedestrian crossing facilities serving key desire lines.
- Controlled cycle crossing facilities to/from the town centre.
- Enhanced public realm outside the Theatre and the Lloyds building.

To achieve the proposed design whilst retaining operational capacity, particular turning movements are prohibited. These are the left and right turn exit from Commercial Street (north); the left turn exit from Ward's End and the

right turn into Ward's End. The proposed junction would operate under a simplified traffic signal staging arrangement and traffic flow on the adjacent Powell Street would be reversed from southbound to northbound.

Design Evolution

The evolution of the preliminary design at this junction including options considered and associated advantages and disadvantages are detailed in the supporting **Volume 2, Appendix B**. This appendix includes a summary of 2015 traffic turning count data and key option assessment modelling results using LinSig.

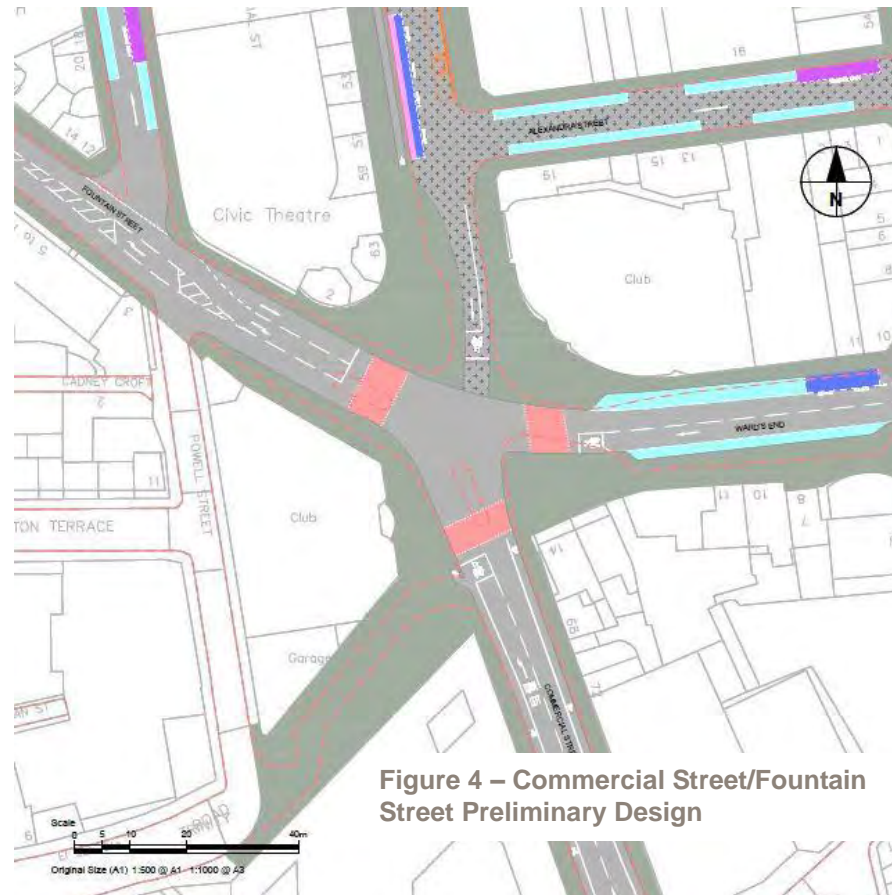


Figure 4 – Commercial Street/Fountain Street Preliminary Design

Junction 03 – Bull Green

Design Objectives

Key design objectives for this junction include:

- Address the severance caused to pedestrians by the western corridor and improve the pedestrian crossing facilities serving key desire lines.
- Create a 'gateway' sense of arrival into Halifax town centre from the west including an enhanced environment for pedestrians on the northern and southern side of Bull Green.
- Improve the operational efficiency of the junction and the western corridor in particular (existing roundabout frequently 'locks-up' during busy periods).

Preliminary Design

The preliminary design for this junction is shown in **Figure 5**. Existing kerblines are shown as dashed lines. Key features include:

- Signal controlled junction arrangement offering improved metering of traffic onto the western corridor from Bull Green.
- Straight across controlled pedestrian crossing facilities serving key desire lines.
- Enhanced pedestrian environment on the northern and southern side of Bull Green.

The proposed design also includes traffic signal control at the neighbouring junction with George Street, permitting left and right turn exiting movements. This operational flexibility is particularly important for buses and taxis destined for northern areas of Halifax from George Street.

Design Evolution

The evolution of the preliminary design at this junction including options considered and associated advantages and disadvantages are detailed in the supporting **Volume 2, Appendix C**. This appendix includes a summary of 2015 traffic turning count data and key option assessment modelling results using LinSig.

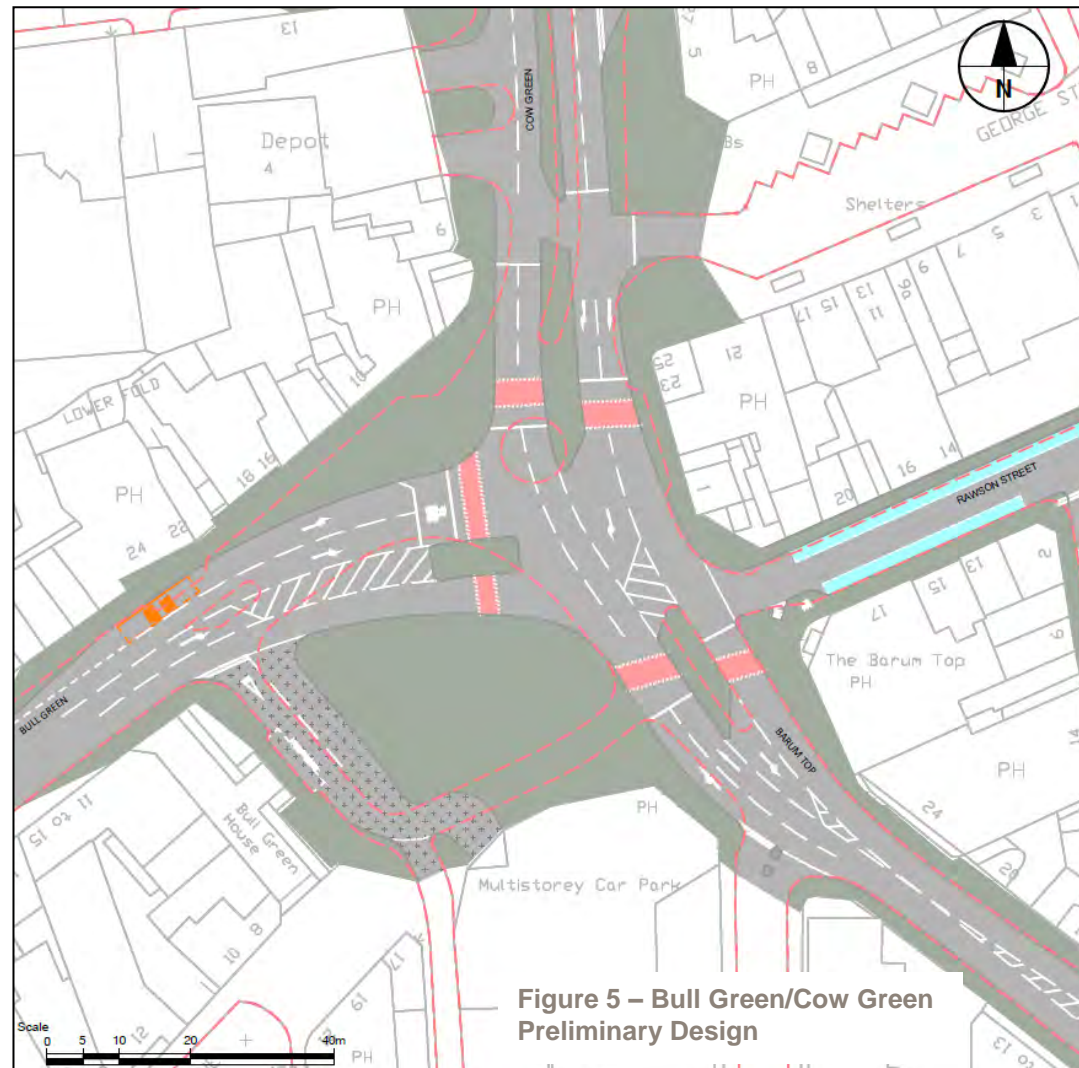


Figure 5 – Bull Green/Cow Green Preliminary Design

Junction 04 – Pellon Lane

Design Objectives

Key design objectives for this junction include:

- Address the severance caused to pedestrians by the western corridor. The current subway crossing from the northeast to southwest corners of the junction is undesirable for pedestrians and does not serve the key desire line to/from Crown Street.
- Provide cycle crossing facilities connecting the existing cycle lanes on Pellon Lane to/from the town centre.
- Maintain the operational efficiency of the junction and the western corridor in particular.

Preliminary Design

The preliminary design for this junction is shown in **Figure 6**. Existing kerblines are shown as dashed lines. Key features include:

- Pedestrian desire line to from the town centre (via Crown Street) serviced by angled at-grade pedestrian crossings. The crossing operates as a two-stage straight across facility achieved by removal of the existing northbound right turn flared lane on Cow Green and the creation of a 5m wide central island. This provides sufficient separation between crossing movements and reduces green/inter-green time of crossings.
- Provision of dedicated controlled cycle crossing facilities to Pellon Lane from both the Central Street and Broad Street (southbound) approaches.

The proposed design requires the closure of the Central Street exit to general traffic (low flow),

expect for cycles. This closure enables a reduced number of traffic signal stages resulting in less 'lost time' at the junction / more efficient operation.

Design Evolution

The evolution of the preliminary design at this junction including options considered and associated advantages and disadvantages are detailed in the supporting **Volume 2, Appendix D**. This appendix includes a summary of 2015 traffic turning count data and key option assessment modelling results using LinSig.

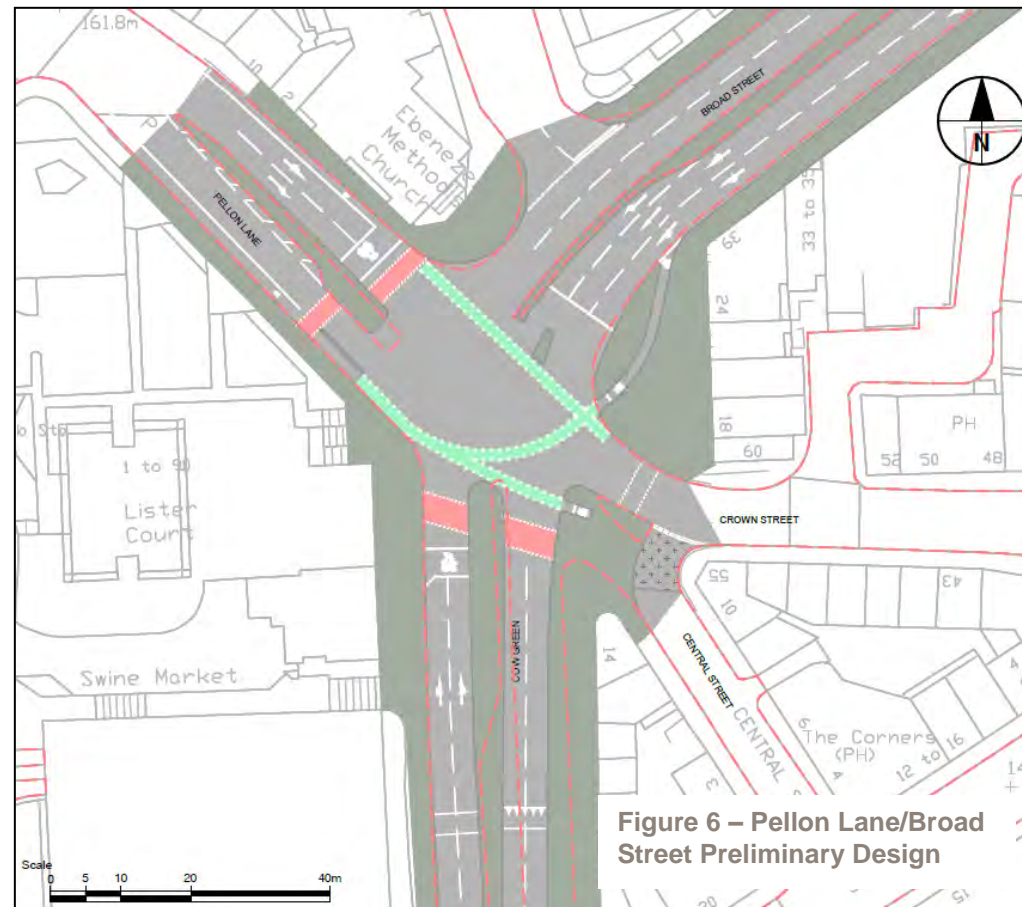


Figure 6 – Pellon Lane/Broad Street Preliminary Design

Junction 05 – Orange Street

Design Objectives

Key design objectives for this junction include:

- Address the severance caused to pedestrians by the western corridor. The current subway crossing on Broad Street (south) is undesirable for pedestrians and does not serve the desire line.
- Maintain the operational efficiency of the junction and the western corridor in particular.

Preliminary Design

The preliminary design for this junction is shown in **Figure 7**. Existing kerblines are shown as dashed lines. Key features include:

- Pedestrian desire line to from the town centre (via Waterhouse Street) serviced by at-grade pedestrian crossings across Broad Street (south). The crossing operates as a two-stage straight across facility achieved by removal of the existing northbound right turn flared lane on Broad Street (south) and the creation of a 5m wide central island. This provides sufficient separation between crossing movements and reduces green/inter-green time of crossings.

Design Evolution

The evolution of the preliminary design at this junction including options considered and associated advantages and disadvantages are detailed in the supporting **Volume 2, Appendix E**. This appendix includes a summary of 2015 traffic turning count data and key option assessment modelling results using LinSig.

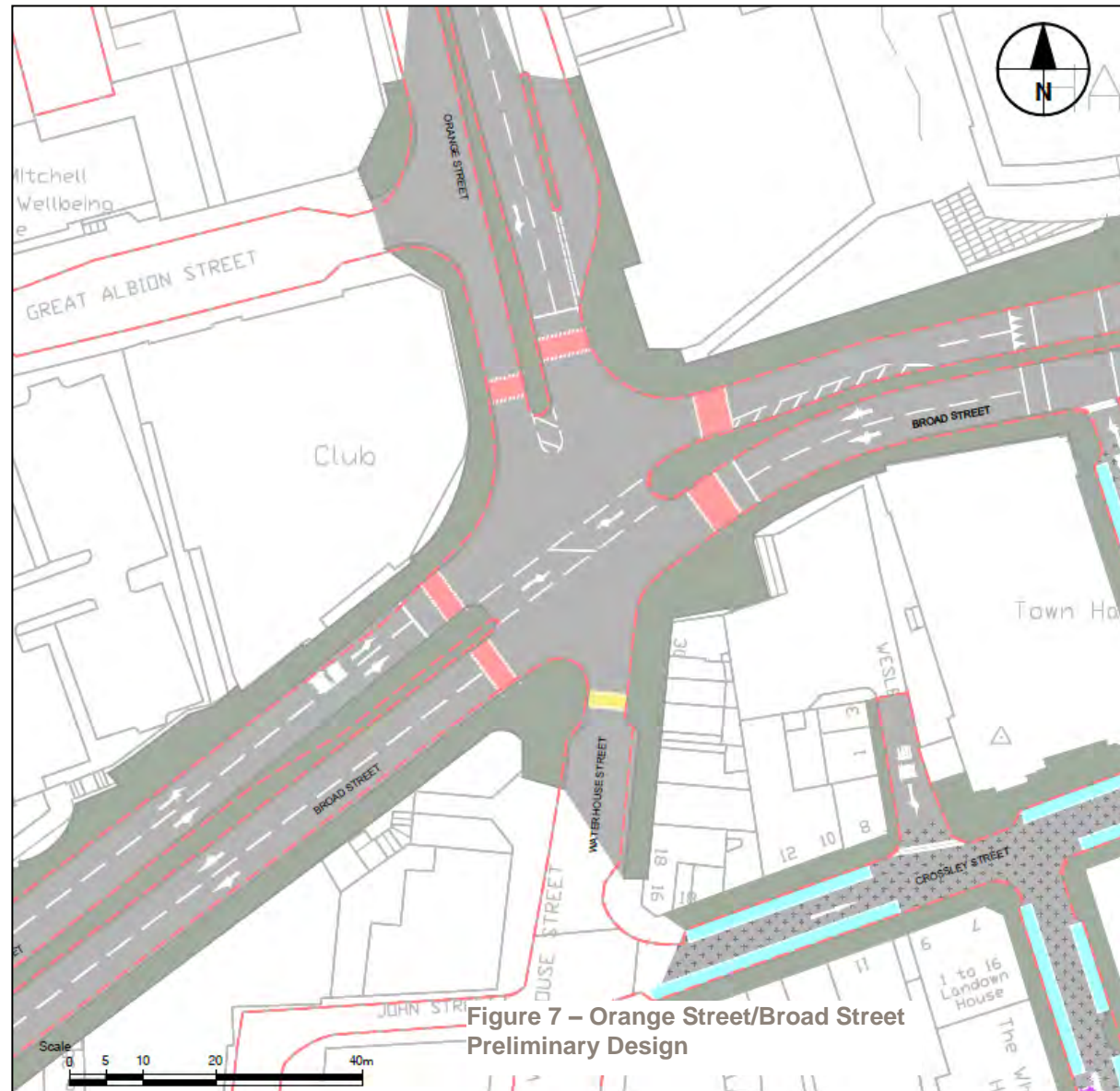


Figure 7 – Orange Street/Broad Street Preliminary Design

Junction 06 – Northgate / Winding Road

Design Objectives

Key design objectives for this junction include:

- Address the vehicle dominated environment at the Northgate / Broad Street junction by creating a 'gateway' sense of arrival into Halifax town centre from the north.
- Provide improved pedestrian crossing facilities across Northgate and Winding Road.
- Provide cycle crossing facilities connecting the town centre to/from the north.
- Maintain the operational efficiency of the Northgate / Winding Road junction and the western corridor in particular.

Preliminary Design

The preliminary design for this junction is shown in **Figure 8**. Existing kerblines are shown as dashed lines. Key features include:

- Pedestrian desire lines to/from the town centre serviced by wide at-grade pedestrian crossings across Broad Street (connecting to the cinema complex) and enhanced pedestrian crossing facilities at the Northgate / Winding Road junction.
- Provision of dedicated cycle facilities to/from the town centre including dedicated cycle signals to exit the town centre northbound from Northgate and dedicated cycle signals for the Northgate southbound movement at the Winding Road junction to address the left turn hook risk to cyclists.

The proposed design requires the closure of Northgate to traffic outside of Northgate House. This includes closing the existing bus exit from the bus station with buses to enter and exit the station via Winding Road.

Design Evolution

The evolution of the preliminary design at this junction including options considered and associated advantages and disadvantages are detailed in the supporting **Volume 2, Appendix G**. This appendix includes a summary of 2015 traffic turning count data and key option assessment modelling results using LinSig.

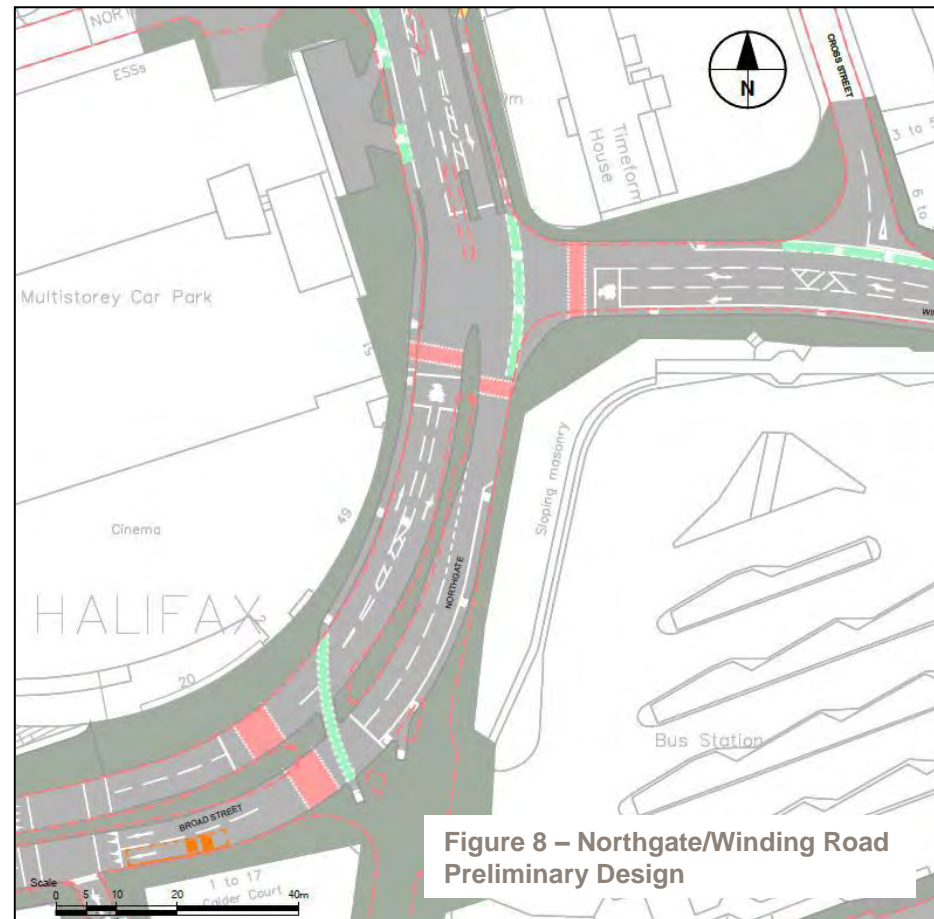


Figure 8 – Northgate/Winding Road Preliminary Design

Junction 07 – Cross Hills

Design Objectives

Key design objectives for this junction include:

- Improve pedestrian crossing facilities at the junction.
- Provide cycle facilities at the junction.
- Maintain the operational efficiency of the junction and the western corridor in particular.

Preliminary Design

The preliminary design for this junction is shown in **Figure 9**. Existing kerblines are shown as dashed lines. Key features include:

- New signal controlled pedestrian facilities across North Bridge Street and Cross Hills.
- Enhanced provision for cyclists with advanced stop lines for cyclists on key approaches and cycle lanes on Northgate.
- Retention of all turning movements to maintain operational flexibility.

To maintain operational efficiency of the junction a gating strategy is proposed whereby traffic is held on North Bridge Street and Cross Hills and metered onto the western corridor, in particular during the PM peak period.

Design Evolution

The evolution of the preliminary design at this junction including options considered and associated advantages and disadvantages are detailed in the supporting **Volume 2, Appendix F**. This appendix includes a summary of 2015 traffic turning count data and key option assessment modelling results using LinSig.

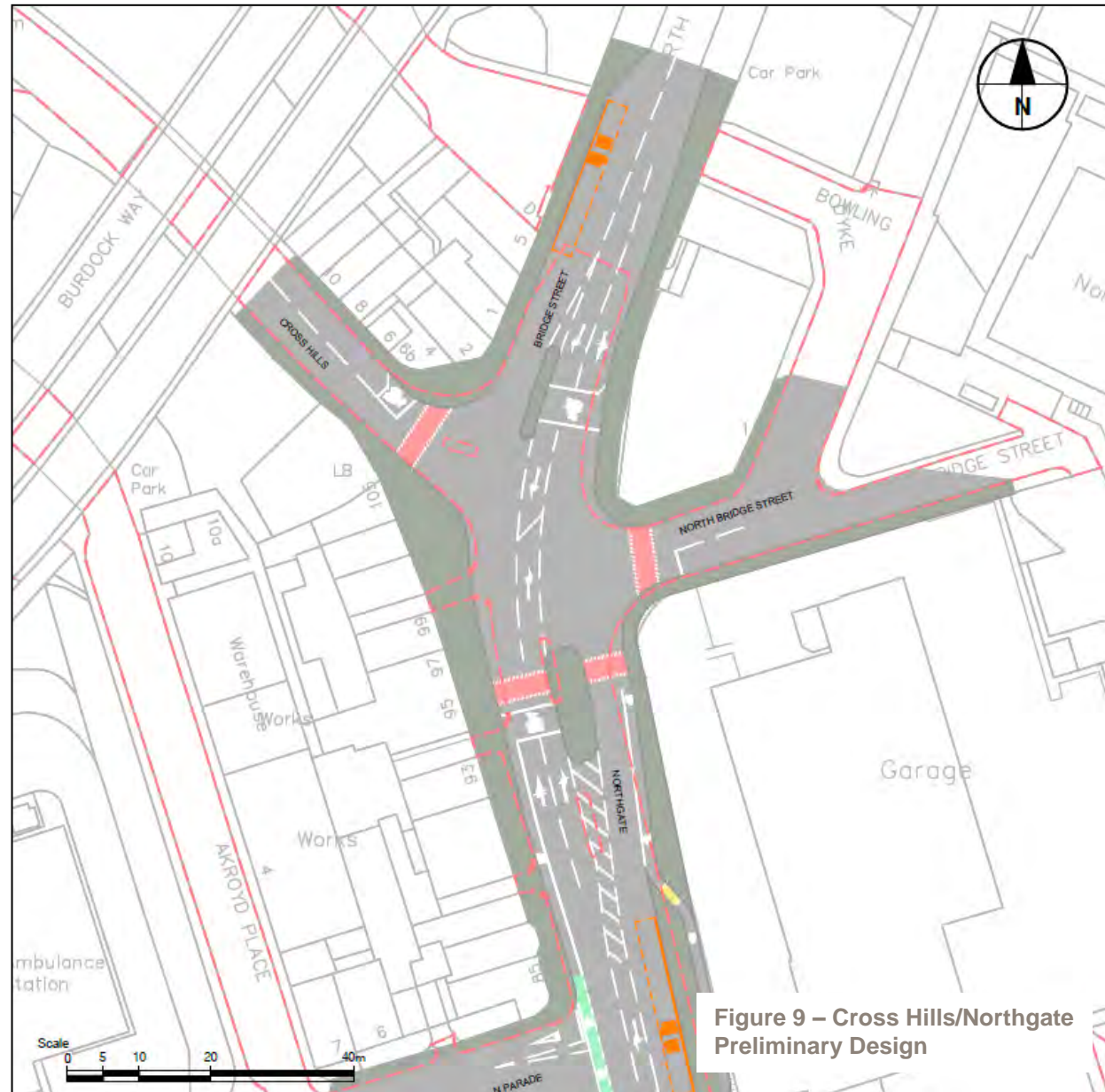
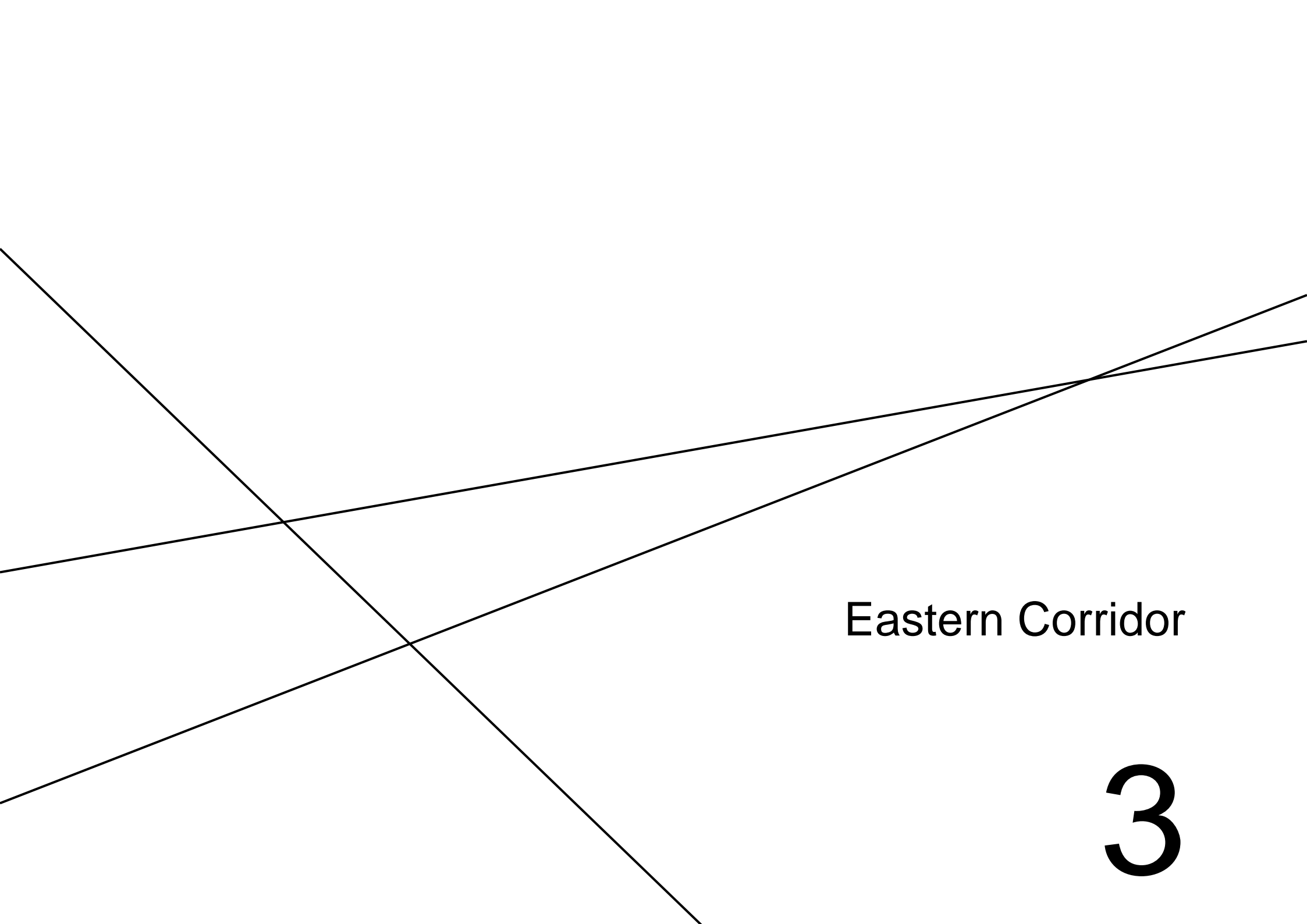


Figure 9 – Cross Hills/Northgate Preliminary Design



Eastern Corridor

3

3. Eastern Corridor

Corridor description

The eastern corridor stretches from the junction with Water Lane to the south to the junction with the A58 to the north. The eastern corridor is approximately 1.6km in length and provides the main orbital route around the eastern side of Halifax town centre. The route is currently urban single carriageway with a significant gradient on the Alfred Street East and Bank Bottom link sections.

The eastern corridor interfaces with a number of key land uses including Halifax Rail Station; Eureka!; Halifax Minster; and retail and industrial units accessed from Charlestown Road.

Key connecting links to the town centre include Cripplegate; Charles Street / Winding Road; and Horton Street.

The eastern corridor also connects to the strategic A629 route to the south and the strategic A58 route to the north.

Design objectives

Key overarching design objectives for the eastern corridor include:

- To provide a key gateway to Halifax town centre from the east, in particular for visitors arriving by rail.
- To maximise operational efficiency of the eastern corridor to improve the attractiveness

of the route, reducing through traffic in Halifax town centre and improving access to key land uses.

- To provide improved bus/rail interchange.

Chapter structure

This chapter provides summary details of the preliminary design of the key junctions and link sections identified for improvement along the eastern corridor as shown on **Figure 10** and listed below:

- Junction 08 – A58 / Charlestown Road
- Junction 09 – Charlestown Road Retail Park
- Link 10 – Bank Bottom
- Junction 11 – Horton Street / Rail Station
- Link 12 – Church Street
- Junction 13 – New Road / Prescott Street
- Junction 14 – Water Lane.

The specific design objectives, an overview of the key preliminary design features; and reference to the supporting optioneering and scheme assessment work are provided for each junction and link in the following sections.

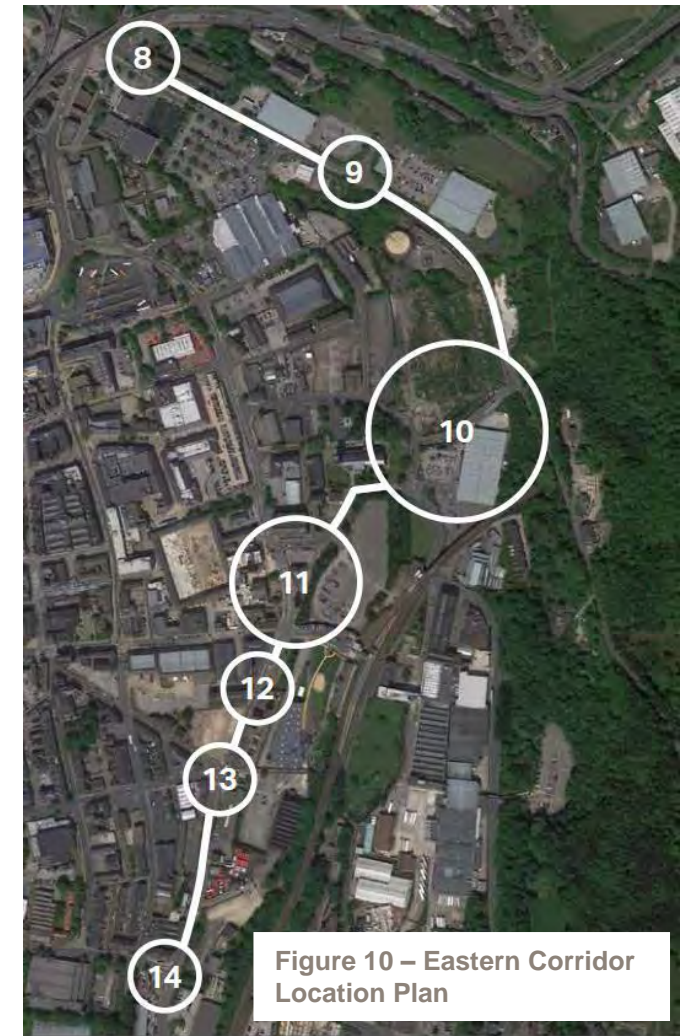


Figure 10 – Eastern Corridor Location Plan

Junction 08 – A58 / Charlestown Road

Design Objectives

Key design objective for this junction include:

- Improve northbound (outbound) capacity on Charlestown Road.
- Retain controlled pedestrian crossing facilities serving key desire line from New Bank to North Bridge.

Preliminary Design

The preliminary design for this junction is shown in **Figure 11**. Existing kerblines are shown as dashed lines. Key features include:

- Extended northbound offside flared lane to improve capacity, in particular during the PM peak period. This is achieved by widening the highway on the north side of Charlestown Road outside the Gledcliffe apartments.
- Retention of controlled pedestrian crossing facilities.

Design Evolution

The evolution of the preliminary design at this junction including options considered and associated advantages and disadvantages are detailed in the supporting **Volume 3, Appendix A**. This appendix includes a summary of 2015 traffic turning count data and key option assessment modelling results using LinSig.

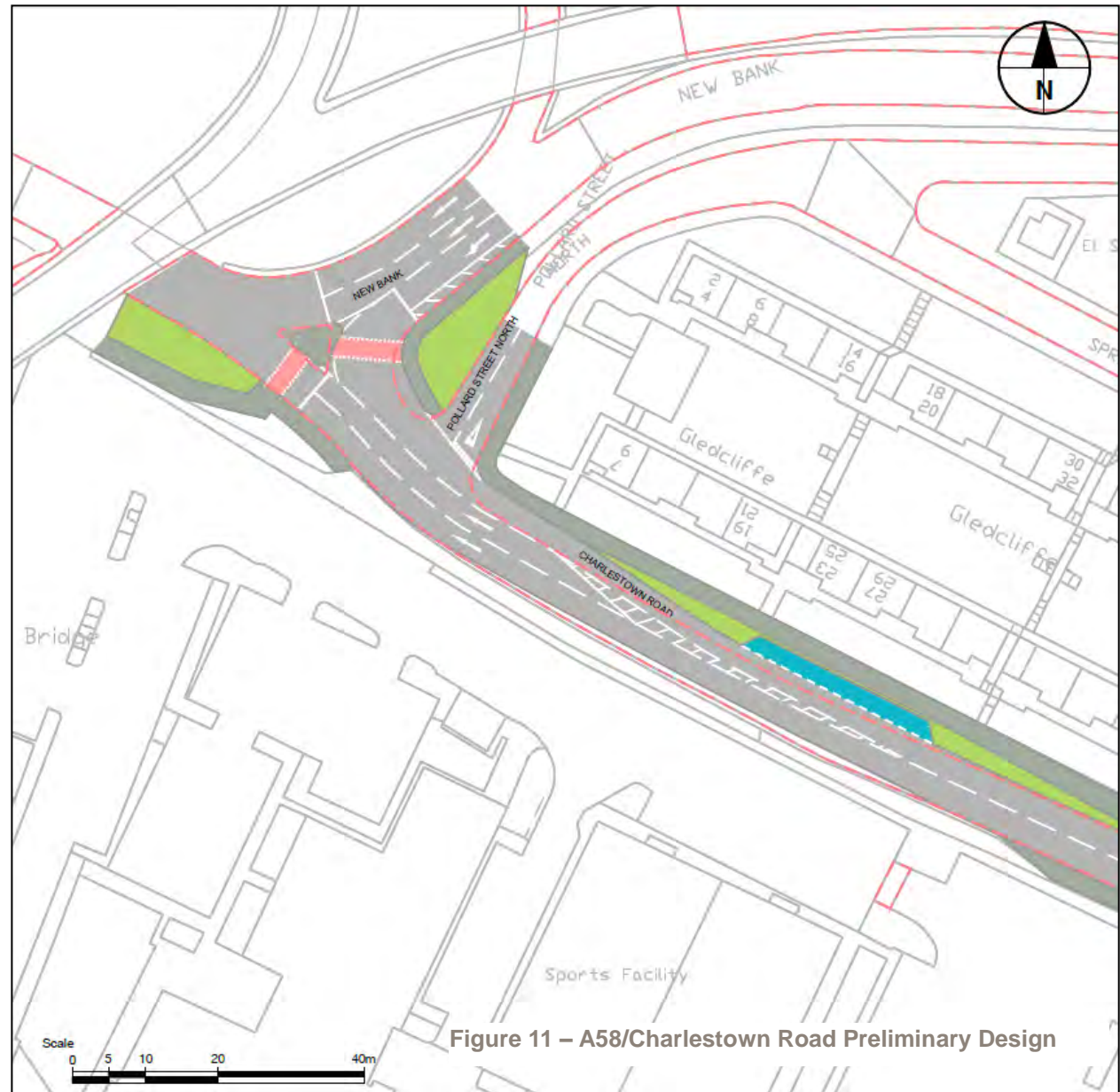


Figure 11 – A58/Charlestown Road Preliminary Design

Junction 09 – Charlestown Road Retail Park Access

Design Objectives

Key design objectives for this junction include:

- Improve the efficiency of the eastern corridor, reducing overall delay.
- Ensure pedestrian crossing facilities are provided to service key desire lines.
- Reduce overall junction footprint.

Preliminary Design

The preliminary design for this junction is shown in **Figure 12**. Existing kerblines are shown as dashed lines. Key features include:

- Replacement of the existing roundabout with a priority controlled junction, increasing priority for Charlestown Road as the mainline.
- Replacement of existing mid-link Zebra crossing located north of the junction with a repositioned mid-link controlled pedestrian crossing facility serving key desire line.
- Incorporation of a new pedestrian refuge crossing to the south of the junction serving the desire line to/from Bank Bottom (and the town centre beyond).

Design Evolution

The evolution of the preliminary design at this junction including options considered and associated advantages and disadvantages are detailed in the supporting **Volume 3, Appendix B**. This appendix includes a summary of 2015 traffic turning count data and key option assessment modelling results.

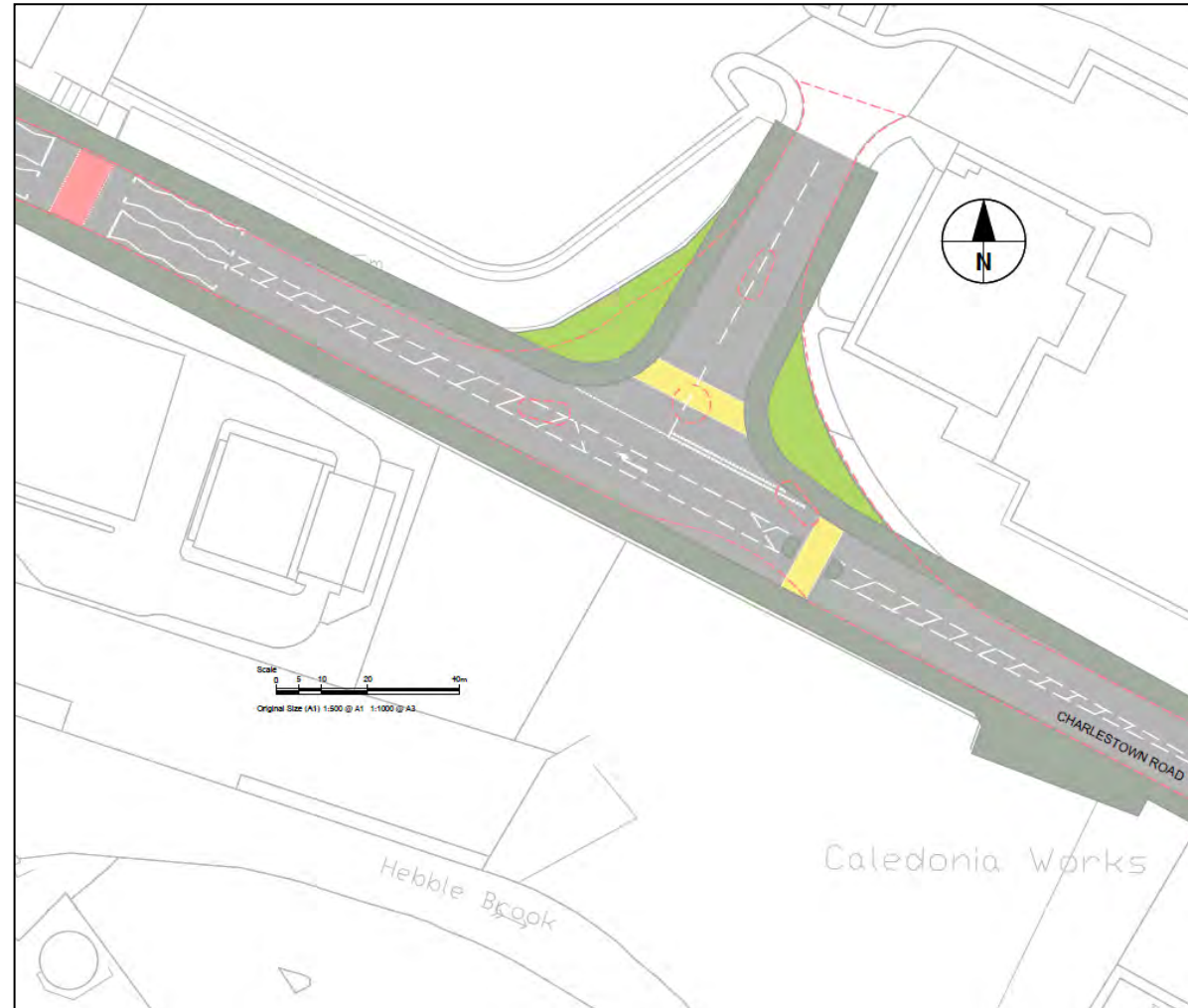


Figure 12 – Charlestown Road Retail Park Access Preliminary Design

Link 10 – Bank Bottom

Design Objectives

Key design objectives for this link section include:

- Re-configure junctions and realign Church Street, Lower Kirkgate and Bank Bottom to promote the eastern corridor as the primary route.
- Remove the steep gradient and improve ride quality on Bank Bottom. This includes removing the 'start-stop' issues for large vehicles on Bank Bottom, in particular at the bend / junction with Southowram Bank;
- Improve road safety.
- Improve pedestrian access and safety for accessing Matalan from the town centre.

Preliminary Design

The preliminary design for this junction is shown in **Figure 13**. Existing kerblines are shown as dashed lines. Key features include:

- Realigned new highway which connects Church Street with Charlestown Road with improved forward visibility and junction sightlines.
- Improvements to the vertical alignment on Bank Bottom. Includes several new retaining walls and perimeter wall varying in height, the largest of which retains the highway from the Cripplegate site.
- New priority junction at Lower Kirkgate/Bank Bottom/Cripplegate.
- New priority junction at Berry Lane/Church street/Lower Kirkgate with a realigned Berry Lane.

- Provision of right turn pockets from the eastern corridor into Southowram Bank Road, Cripplegate and Berry Lane.
- Extended Southowram Bank Road and new priority junction arrangement with Bank Bottom.
- Signalised pedestrian crossing on Lower Kirkgate serving the crossing movement to/from Matalan retail.
- New access to Matalan off Berry Lane with provision for compensatory Matalan car parking for those lost by the new highway with no net loss. Design includes retention of the existing Grade II listed gate posts and retention of Matalan good entrance in its existing location.
- Widening the existing Bank Bottom bridge – Hebble Brook bridge.
- No works required within Halifax Minster land or to the boundary wall.

Design Evolution

The evolution of the preliminary design at this junction including options considered and associated advantages and disadvantages are detailed in the supporting **Volume 3, Appendix C**.

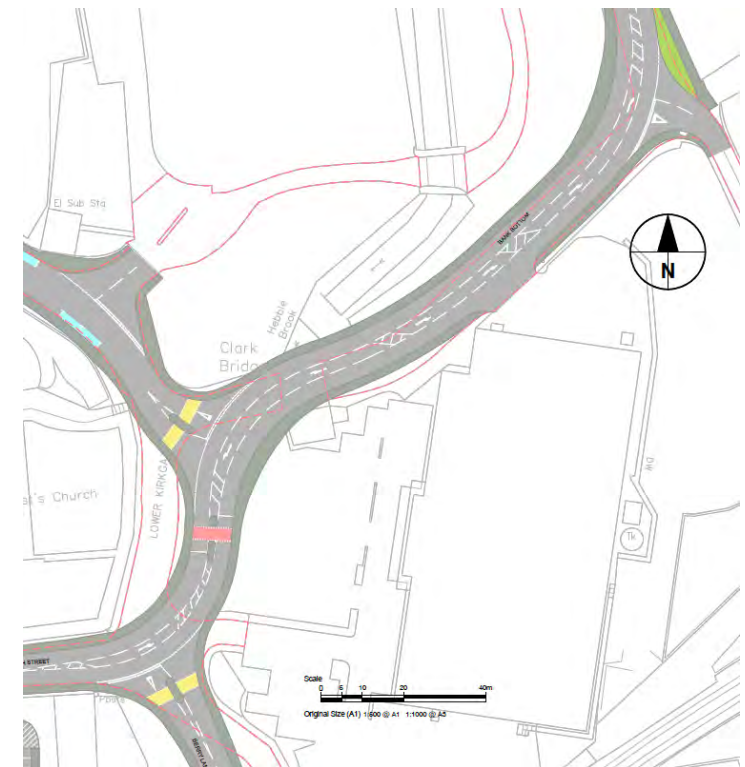


Figure 13 – Bank Bottom Preliminary Design

Junction 11 – Horton Street / Rail Station

Design Objectives

Key design objectives for this junction include:

- Provide a key gateway to Halifax town centre from the east, in particular for visitors arriving by rail, including enhanced pedestrian crossing facilities.
- Improve the operational efficiency of the junction and the eastern corridor in particular.
- Improve bus/rail interchange.
- Provide pedestrian and cycle connectivity to/from Eureka! northern car park and Hebble Trail cycle route.

Preliminary Design

The preliminary design for this junction is shown in **Figure 14**. Existing kerblines are shown as dashed lines. Key features include:

- Closure of existing Square Road and realignment of the eastern corridor, making use of the previous Church Street alignment.
- Creation of a new public space outside the Square Chapel / new Library and on the Station Bridge (with traffic relocated).
- Re-design of Eureka! northern car park to accommodate relocated parking and vehicular access from Station Bridge whilst also maintaining existing Eureka! parking.
- Straight across, wide controlled pedestrian crossing facilities serving the key desire lines to/from Halifax Rail Station.

- New uncontrolled refuge crossings servicing desire lines to/from Eureka! northern car park.
- Improved bus/rail interchange through the provision of new bus stops on the eastern and northern sides of the new public space.

The proposed scheme as shown is dependent on the removal of the existing Hughes Corporation building and the closure of Station Bridge to traffic. Servicing for the Square Chapel and the Library will be via the hatched route through the public space.

Design Evolution

The evolution of the preliminary design at this junction including options considered and associated advantages and disadvantages are detailed in the supporting **Volume 3, Appendix D**. This appendix includes a summary of 2015 traffic turning count data and key option assessment modelling results using LinSig.

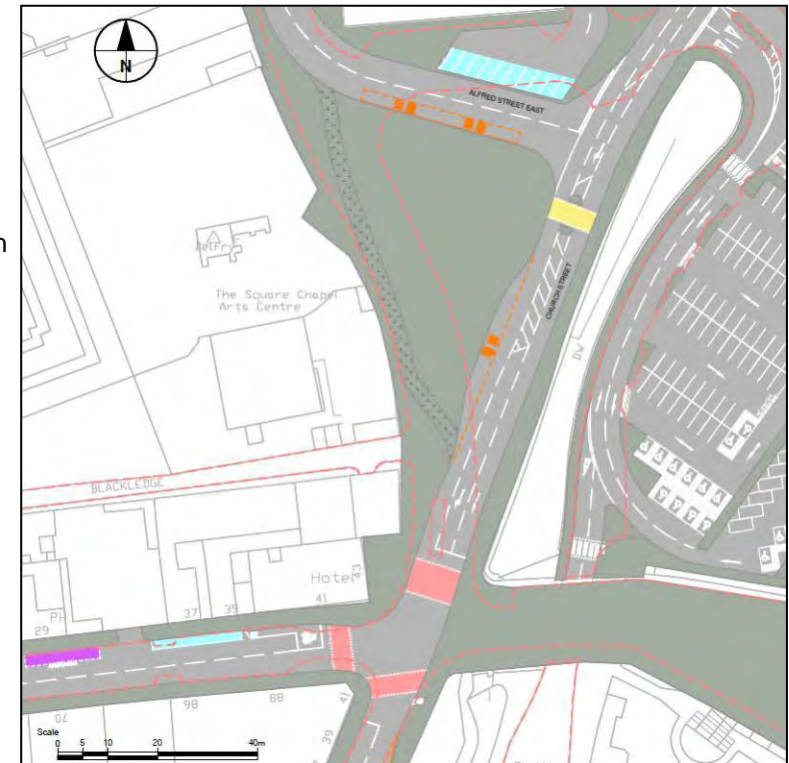


Figure 14 – Horton Street/Rail Station Preliminary Design

Link 12 – Church Street

Design Objectives

There is an existing narrowing of Church Street through a localised section between the junctions with Bath Street and Deal Street. Key design objectives for this link section include:

- Widen existing highway to accommodate larger vehicles and higher traffic flows
- Widen existing highway to allow highway / utility works to be undertaken whilst maintaining traffic flows
- Improve road safety.

Preliminary Design

The preliminary design for this junction is shown in **Figure 15**. Existing kerblines are shown as dashed lines. Key features include:

- Widening of Church Street to achieve a 7.3m carriageway width and 2.0m footway width.
- Retention of the Grade II listed building at No.1 Deal Street.
- Loss of front yard area to Hermitage Mews residential properties (No. 48-58) including construction of new stone wall at Hermitage Mews frontage.
- Provision of a new southbound bus stop on Church Street north of the junction with Deal Street.

Note: The proposed design is dependent on confirmation of flying basements in front of Hermitage Mews, the associated landlord consent, and provision of appropriate retaining structures.

Design Evolution

The evolution of the preliminary design at this junction including options considered and associated advantages and disadvantages are detailed in the supporting **Volume 3, Appendix E**.

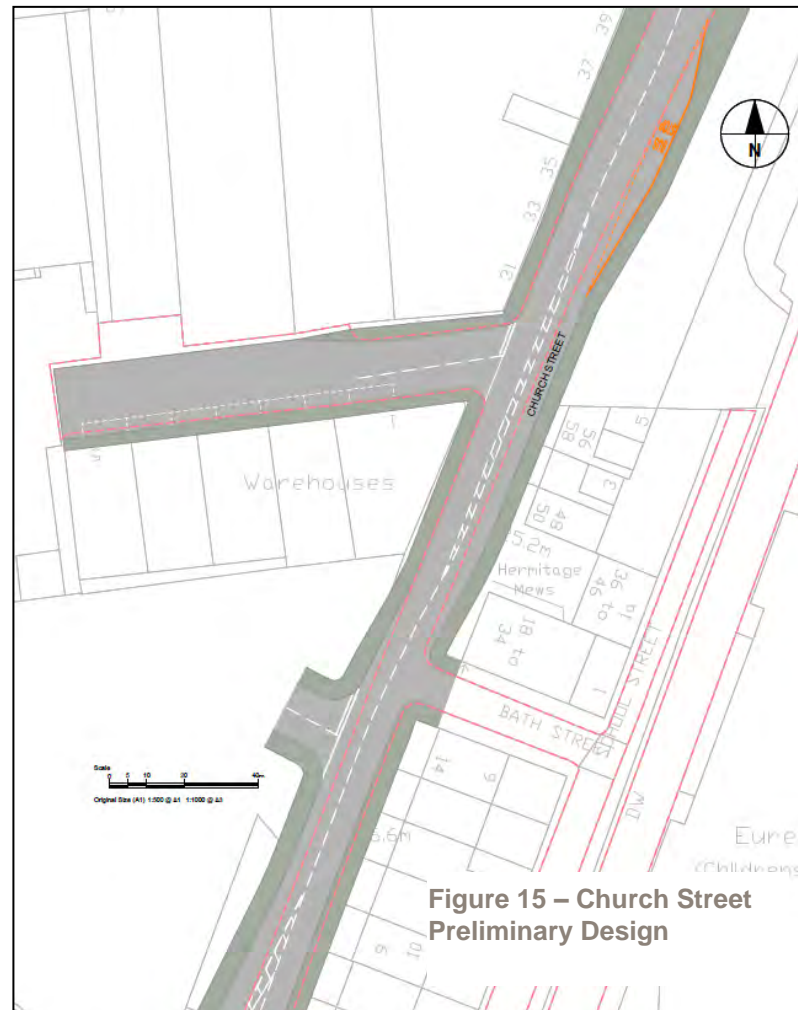


Figure 15 – Church Street Preliminary Design

Junction 13 – New Road / Prescott Street

Design Objectives

Key design objectives for this junction include:

- Improve legibility, safety and operational efficiency of the junction and the eastern corridor in particular.
- Seek to provide northbound and southbound cycle facilities and improved pedestrian crossing facilities with onward connection to Halifax town centre.

Preliminary Design

The preliminary design for this junction is shown in **Figure 16**. Existing kerblines are shown as dashed lines. Key features include:

- Simplified, more efficient and legible junction arrangement with a proposed priority controlled arrangement replacing the existing roundabout.
- Northbound and southbound cycle facilities on South Parade and uncontrolled pedestrian crossing facilities connecting to a 'quiet route' to/from Halifax Town Centre via New Road.
- Opportunity for urban realm enhancement at the New Road closure.

To achieve the design as shown it is necessary to close New Road (north west link). Alternative routings are considered viable for general traffic.

Design Evolution

The evolution of the preliminary design at this junction including options considered and associated advantages and disadvantages are detailed in the supporting **Volume 3, Appendix F**. This appendix includes a summary of 2015

traffic turning count data and key option assessment modelling results.

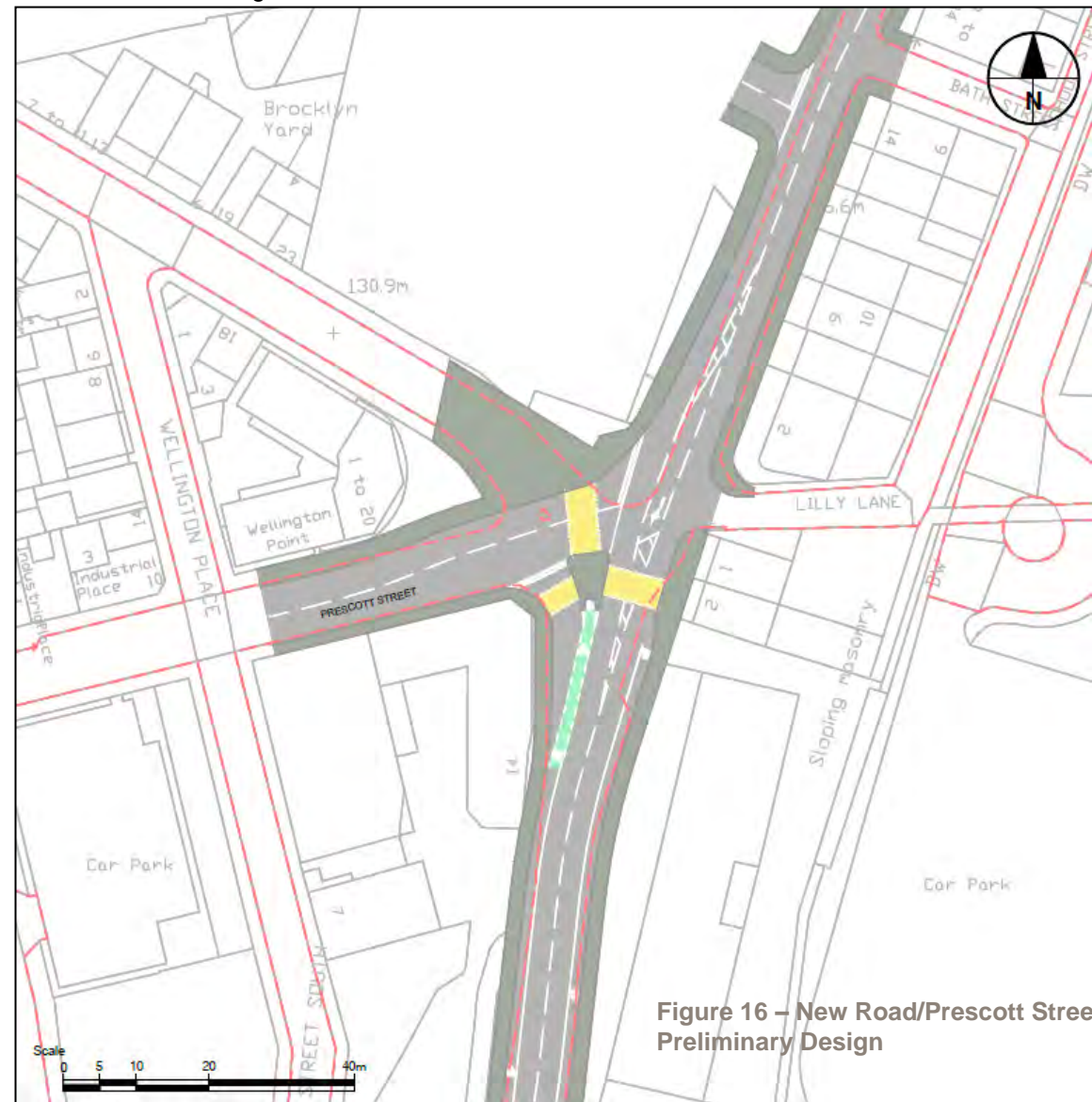


Figure 16 – New Road/Prescott Street Preliminary Design

Junction 14 – Water Lane

Design Objectives

Key design objectives for this junction include:

- Maintain the operational efficiency of the junction and the eastern corridor in particular.
- Seek to provide northbound and southbound cycle facilities and improved pedestrian crossing facilities.
- Consider viability of a new vehicular southern access to Eureka!
- Seek to maintain HGV access to/from Water Lane.

Preliminary Design

As can be seen from **Figure 17**, the proposed scheme at this location is to retain the existing arrangement. The reason for this is twofold:

- *Interface with Station Gateway* – the plans and aspirations for the Station Gateway are still under development. Any proposed scheme for this junction needs to be complementary to the emerging strategy.
- *Value for money* - whilst other design options were considered at this location including traffic signal control and conversion to priority control, the operational implications and associated costs are not considered to offer sufficient value to justify change within the context of the A629 WY+TF scheme programme.

Design Evolution

Consideration of different design options at this junction including associated advantages and disadvantages are detailed in the supporting **Volume 3, Appendix G**. This appendix includes

a summary of 2015 traffic turning count data and key option assessment modelling results.

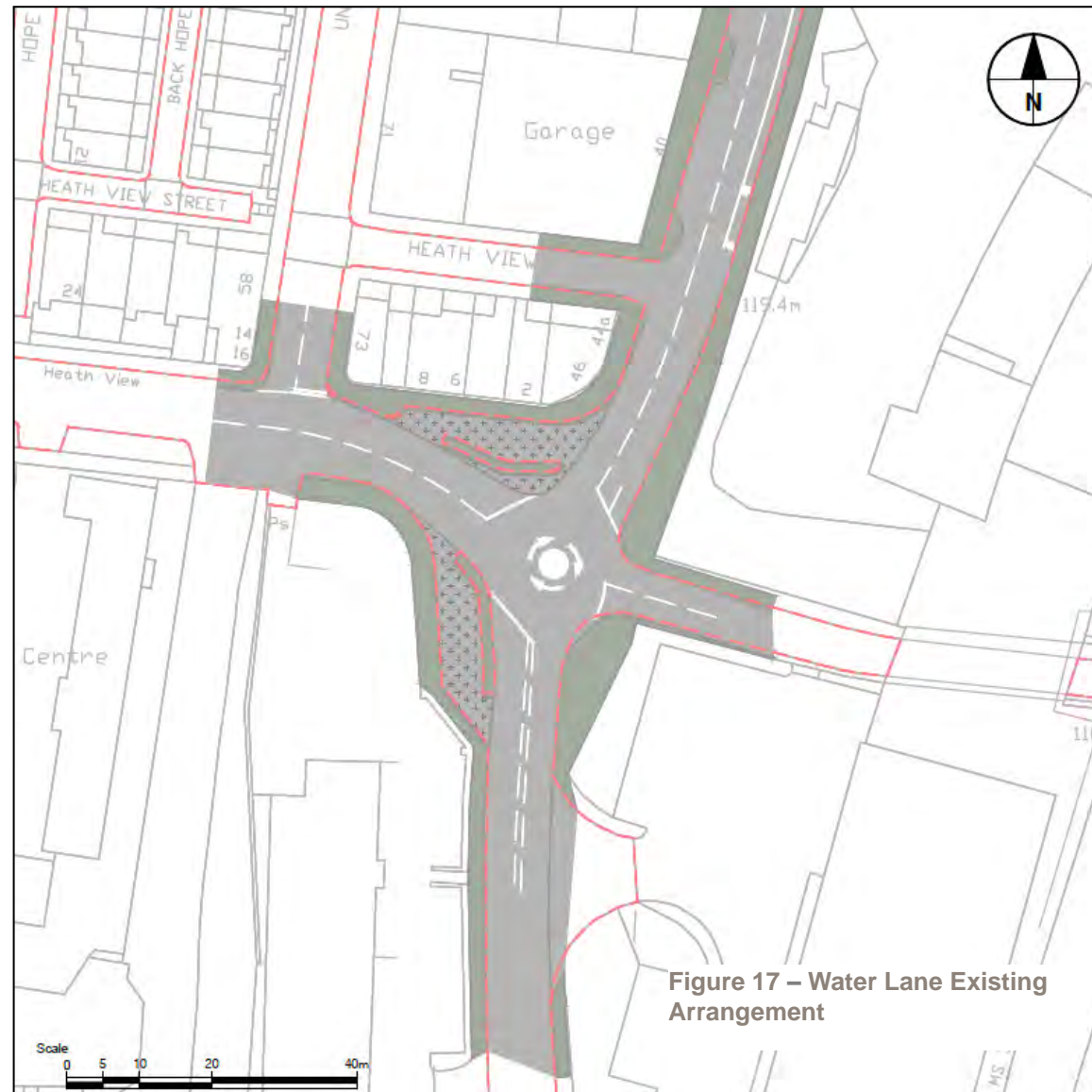
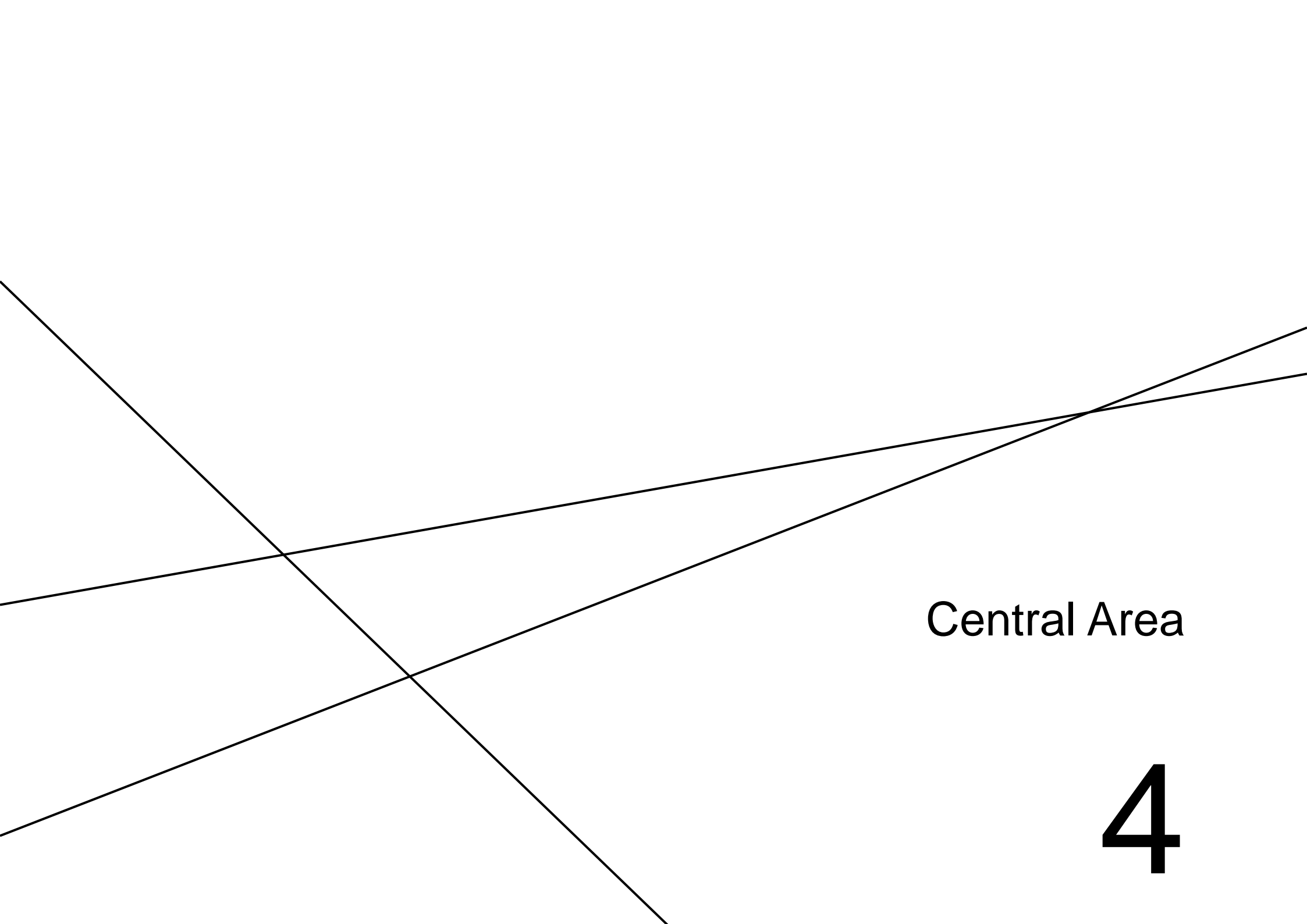


Figure 17 – Water Lane Existing Arrangement



Central Area

4

4. Central Area

Summary of town centre scheme

The proposed scheme for Halifax Town Centre is summarised on **Figure 18**. Key features include:

- Pedestrianisation of Market Street between Old Market and Albion Street as a key placemaking objective of the scheme
- Creation of an anti-clockwise 'bus box' to maximise bus penetration to the central 'core' in context with the above pedestrianisation objective, plus improved bus/rail interchange.
- Northern and southern 'town centre access loops' as shown.

Chapter structure

This chapter summarises proposed changes in Halifax town centre by mode / user group, making use of annotated plans. This includes proposed enhancements for non-motorised users, plus amendments to blue badge parking; bus stops; taxis bays; loading bays; and to on-street parking provision in order to facilitate the proposed scheme.

This chapter concludes with preliminary design summary drawings for the north and south of the town centre; Winding Road; and for Eureka! northern car park.

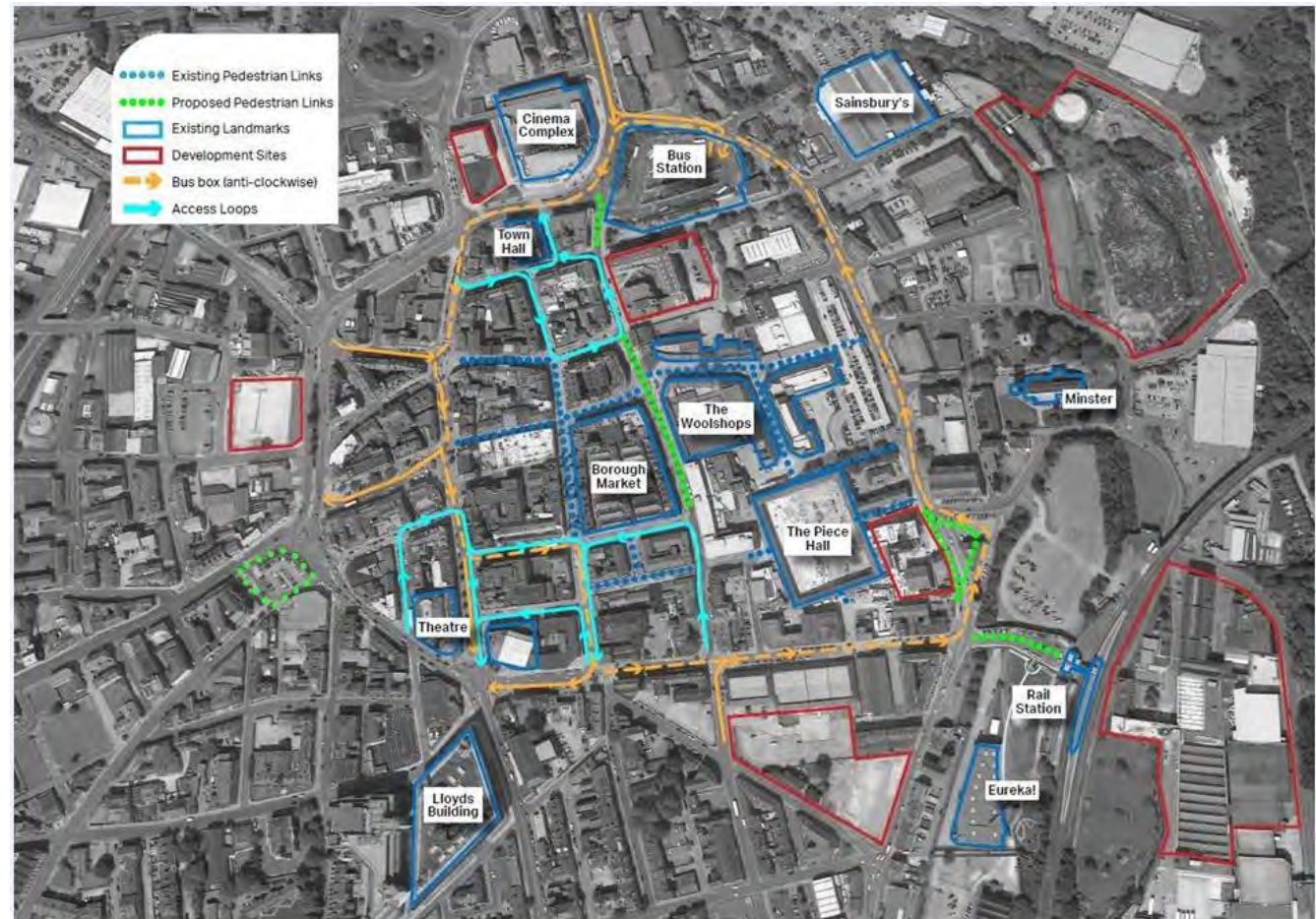


Figure 18 – Town Centre Summary Plan

Pedestrians

Design Objectives

One of the key scheme objectives is to make Halifax an attractive destination, building upon its unique Victorian heritage and historic townscape. This will involve the creation of new public spaces, connected pedestrianised streets, and green infrastructure to improve the town centre environment and create a sense of place that encourages more walking (and cycling), commercial activity and tourism.

Proposed Arrangement

The proposed arrangement for pedestrians is shown in **Figure 19**. Key enhancements over existing include:

- Pedestrianisation of the central section of Market Street between the junction with Albion Street and the junction with Old Market.
- Pedestrianisation of the top end of Market Street (Northgate) to the junction with Broad Street.
- Widened footway on the east side of Market Street between the junction with Old Market and the junction with Crossley Street (outside Northgate House).
- Pedestrianisation of Halifax Station bridge.
- New public space outside The Square Chapel and new Library.
- Widened footways and enhanced public realm outside the Theatre on Commercial Street and on Trinity Road to provide an improved environment to/from a major employment site.

- Widened footways and enhanced public realm on Bull Green.
- High quality pedestrian crossing facilities serving key desire lines across the eastern and western corridors, reducing existing severance (see Chapters 2 and 3).
- Streetscape improvements including green infrastructure such as planting and trees along with additional seating.

Design Evolution

Further information regarding the pedestrian enhancement proposals including photomontages are provided in the supporting **Volume 4, Appendix A**.

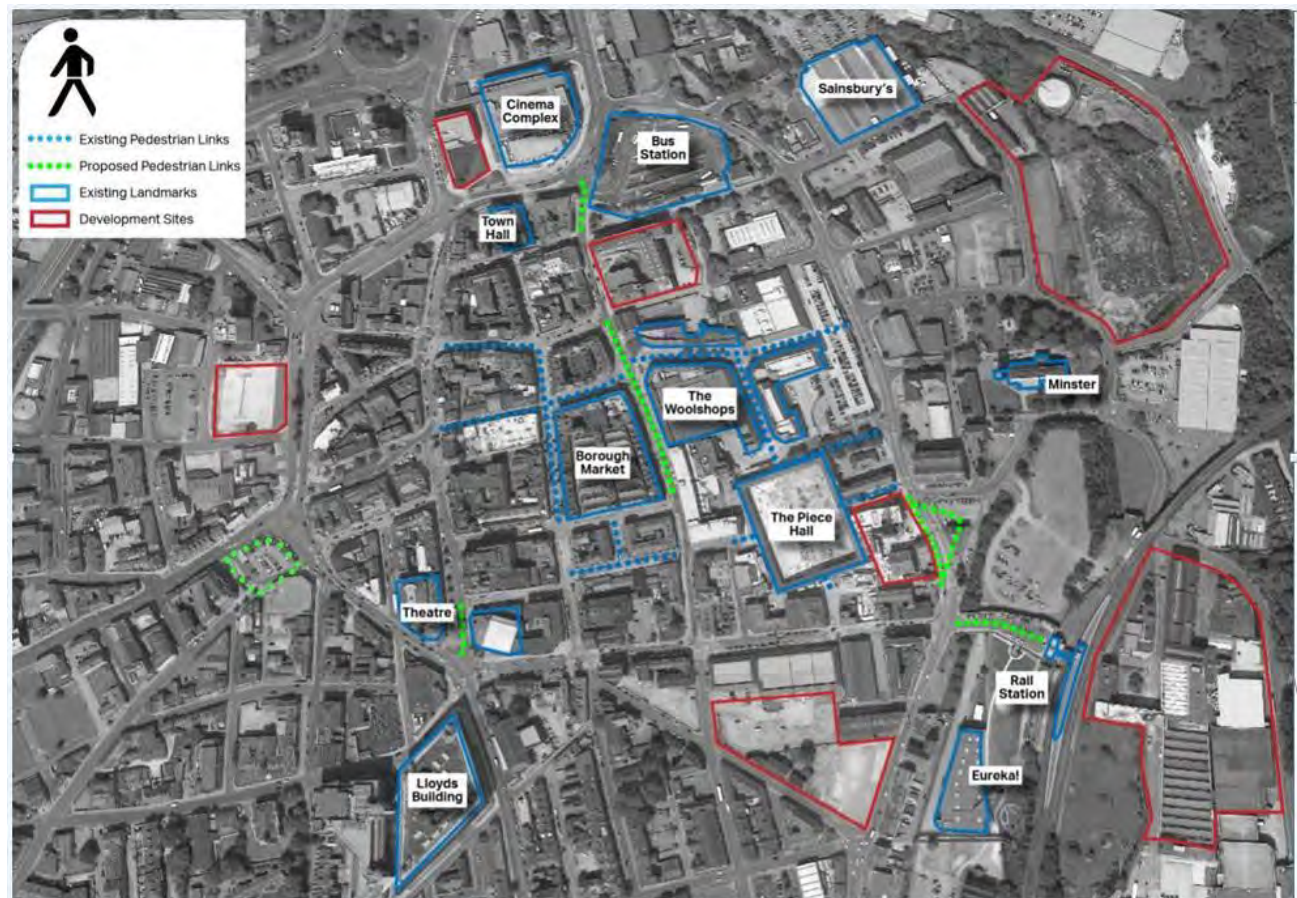


Figure 19 – Pedestrian Schematic Plan

Cyclists

Design Objective

To provide high quality cycling infrastructure and permeability in the central core order to promote increased levels of cycling to/from and through Halifax town centre.

Proposed Arrangement

The proposed arrangement for cyclists is shown in **Figure 20**. Key features include:

- Creation of high quality cycle parking hubs at key locations in the town centre (depicted as 'H')
- Signal controlled crossing facilities for cyclists at key crossing points of the western and eastern corridor including at Commercial Street/Fountain Street; Pellon Lane/Cow Green; Northgate/Broad Street; at Church Street/Halifax Station bridge.
- Cycle lanes in both directions on key links including the A629 radial from the south; Winding Road; and Northgate from the north.
- Protected contra-flow cycle lanes on Commercial Street (northbound outside the Theatre); on Market Street/Union Street (southbound connecting to Horton Street); and Northgate (two-way, connecting Market Street to Broad Street).
- Two 'quiet street' routes connecting to the town centre via the south east (from South Parade) and south west (from Bull Green) respectively.

Note: Permitting cyclists to use the existing and proposed pedestrianised streets of Crown Street, Corn Market and Market Street is subject to further analysis and design in Autumn 2017.

Design Evolution

Further information regarding the enhancement proposals for cycling are provided in the supporting **Volume 4, Appendix B**.

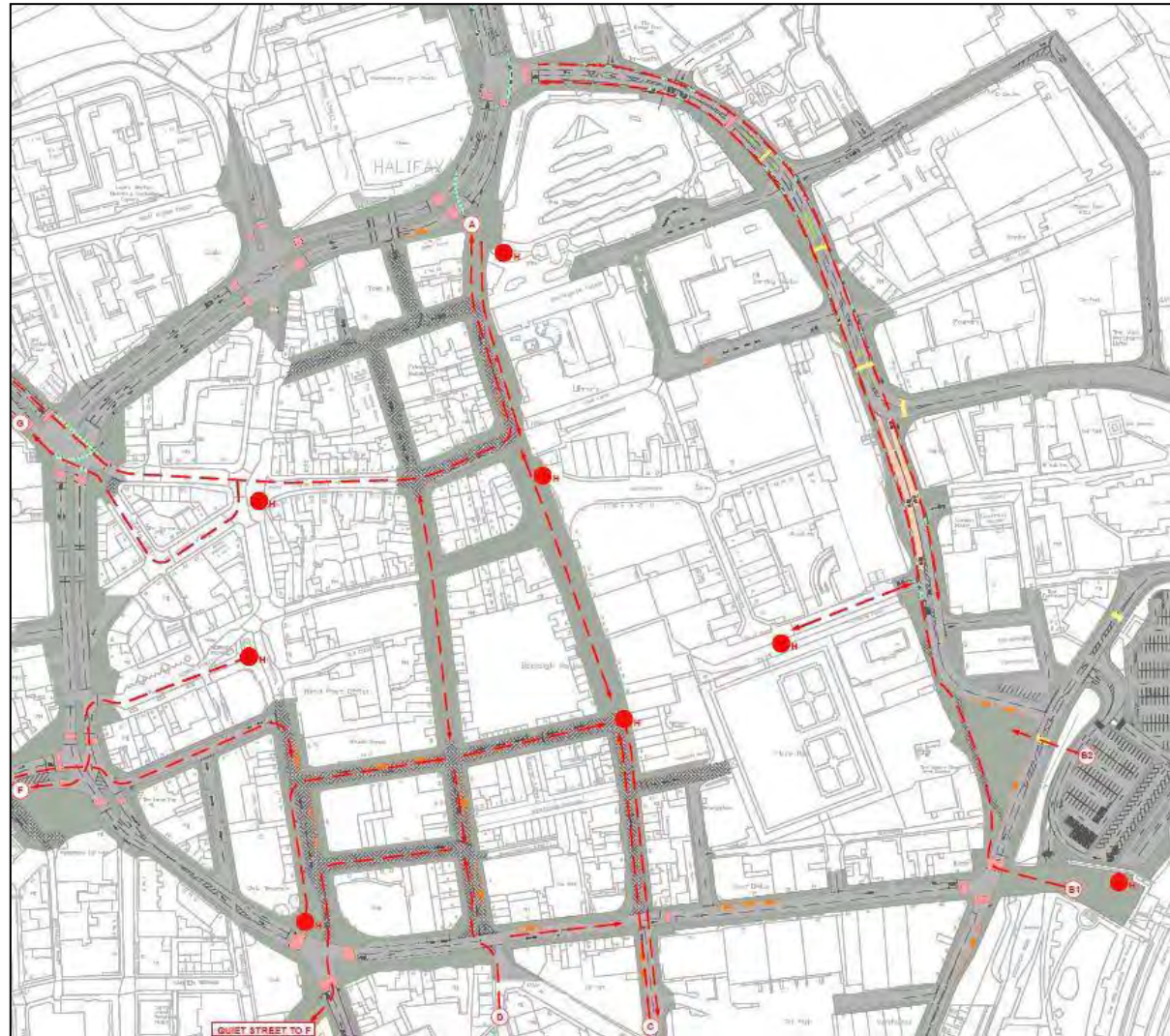


Figure 20 – Cyclist Schematic Plan

Blue badge parking

Design Objectives

Key design objectives for blue badge parking include:

- Maintain the existing number of blue badge parking bays across the town centre area.
- Seek to provide increased provision to access the town centre 'core' (Borough Market) and the Piece Hall.

Proposed Arrangement

The proposed arrangement for blue badge parking is shown in **Figure 21**. Key features include:

- Retention of existing total number of blue badge parking bays across the town centre.
- Five additional blue badge parking bays in the south providing good access to the town centre core and the Piece Hall.

To achieve the scheme objective of a central pedestrian link along the Market Street / Northgate spine, the existing blue badge parking bays outside of Northgate House have been removed with some alternate replacement parking provided on Princess Street. The existing blue badge parking on Old Market is to be retained serving the north of the town centre core.

Design Evolution

The evolution of the proposed arrangement for blue badge holders has involved several discussions with key stakeholders including with representatives from the Disability Partnership. Further supporting information is

provided in the supporting **Volume 4, Appendix C**.



Figure 21 – Blue Badge Parking Schematic Plan

Buses

The proposed introduction of an anti-clockwise bus box around the town centre necessitates the re-routing of a number of bus services and relocation of a number of bus stops around the Town Centre. In this context, key design objectives for buses include:

- To meet bus stop requirements for re-routed buses through the provision of new bus stops with sufficient capacity.
- To minimise the impact on passenger walk distances to/from bus stops whilst also taking cognisance of the topography of Halifax town centre.
- To create a more accessible bus-rail interchange facility.
- To ensure efficient movement for buses on Winding Road to the Bus Station.

Proposed Arrangement

The proposed arrangement for buses is shown in **Figure 22**. Key features include:

- Existing town centre bus stops on Market Street and Albion Street relocated onto the anti-clockwise bus-box with new bus stops to be provided on Southgate (southbound), Ward's End (westbound), Union Street (northbound), and Horton Street (eastbound).
- Creation of a new bus/rail interchange with two new stops on Church Street (northbound and southbound) and two new stops on Alfred Street East (northbound).
- Priority for buses on Winding Road through the inclusion of a bus link on a localised section between the junctions with King Street and Causeway.

Design Evolution

The evolution of the proposed arrangement for buses is detailed in the supporting **Volume 4, Appendix D**.

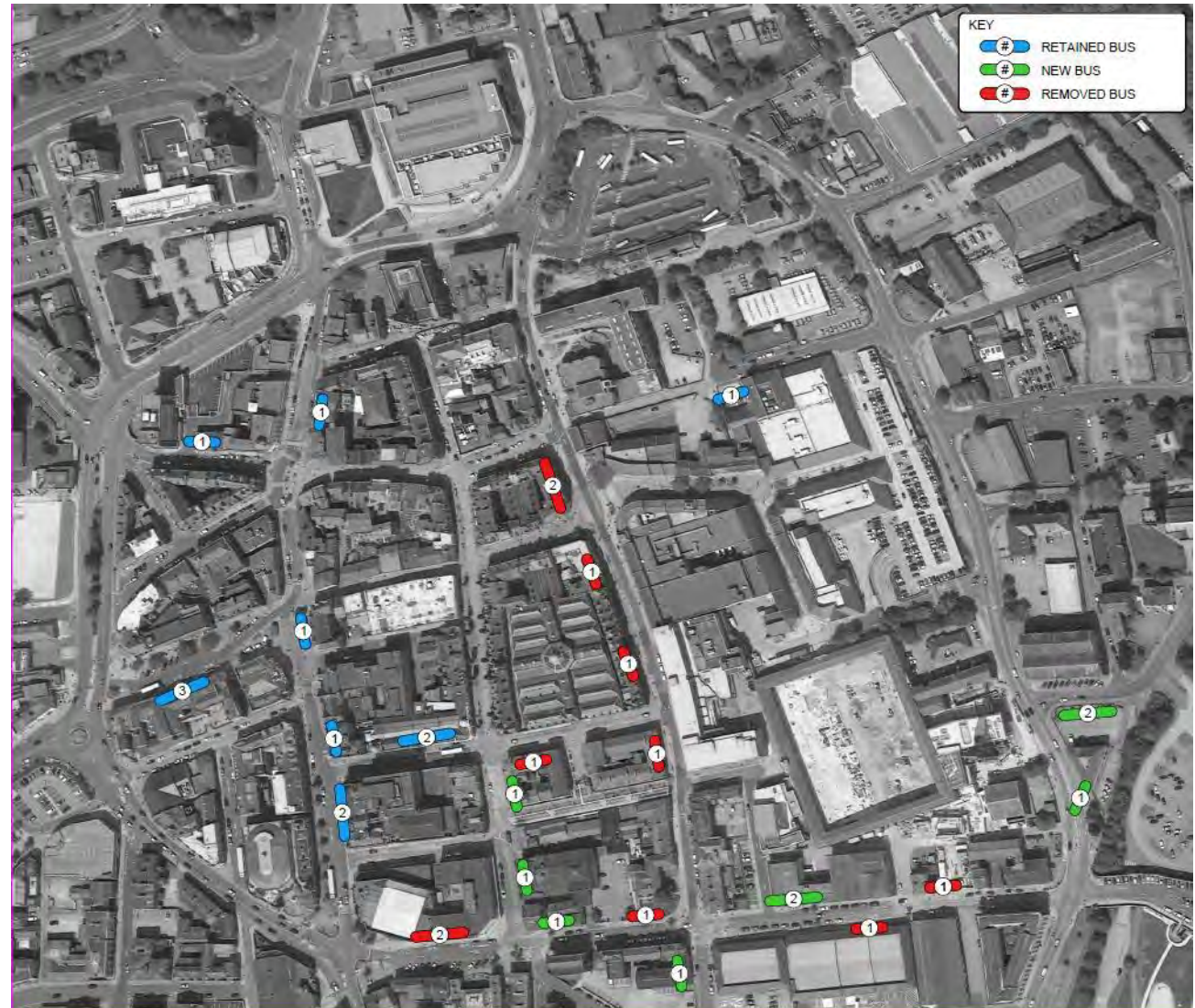


Figure 22 – Bus Stop Schematic Plan

Taxi Bays

Design Objectives

As a consequence of the A629 Phase II scheme proposals, several existing taxis bays in Halifax town centre will need to be relocated. Key design objectives for taxi bays with the proposed scheme include:

- Minimise the impact upon passenger walk distances to/from taxis bays, whilst also taking cognisance of the topography of Halifax town centre.
- Maintain a presence in close proximity to Market Street and the Borough Market.
- Maintain the existing number of taxi bays in the town centre.
- Maintain geographical coverage to service the south, north and west.
- Maintain operational flexibility to service Halifax Rail station.

Proposed Arrangement

The proposed arrangement for Taxis is shown in **Figure 23**. Key features include:

- Northern and southern access loops provided to facilitate taxis pick up and drops at either ends of the town centre including two new taxi bays on Market Street (north).
- New taxi bays on Market Street (south) and Albion Street to replace the existing provision on Market Street and Southgate.
- Retention of existing taxis bays on Commercial Street and George Street unaffected serving the west of the town.

- Relocated taxi provision in a remodelled Eureka! car park to replace existing taxi provision of the Station bridge.

The proposals currently provide a net increase in taxi bay provision in the town centre.

Design Evolution

Further detail on the evolution of the proposed arrangement for taxis is detailed in the supporting **Volume 4, Appendix E**.



Figure 23 – Taxi Bay Schematic Plan

Loading Bays

Design Objectives

Key design objectives for loading bays in Halifax town centre include:

- Maintain required loading provision within Halifax town centre to service business requirements.
- Ensure manoeuvrability for larger delivery vehicles through Halifax town centre on core delivery access routes.
- Restrict delivery vehicle access to pedestrianised streets during core hours.

The proposed scheme provides an opportunity to review loading requirements in the town centre and any required amendments to the associated Traffic Regulation Orders.

Proposed Arrangement

The proposed arrangement for loading is shown in **Figure 24**. Key features include:

- Loading will be permitted on Market Street during out-of-hours (for example 4pm to 9:30am) which would be the adoption of the same restrictions as those in place on existing pedestrianised streets in Halifax town centre such as Corn Market and Russel Street.
- Properties on the east side of Market Street benefit from loading to the rear of their property and are not reliant upon deliveries from the front of their property.

Through discussions with CMBC's Parking Officers, the loading proposals were amended on Albion Street as shown. In addition and following the changes of direction of travel on

Powell Street, access for vehicles loading at the Victoria Theatre have been re-routed along Powell Street, Rawson Street and Commercial Street.

Design Evolution

The evolution of the proposed arrangement for loading is detailed in the supporting **Volume 4, Appendix F**.



Figure 24 – Loading Bays Schematic Plan

On-street Pay & Display Parking

Design Objectives

The proposed A629 Phase II scheme will affect a number of existing pay & display parking bays in Halifax town centre. Key design objectives include:

- Pay & Display parking bays to be either relocated or lost in order to accommodate other prioritised provision such as pedestrian/cycle facilities, taxis bays, bus stops and disabled parking.
- Minimising the loss of on-street parking in the town centre through identification of new spaces or combining the use of bays with other provision (i.e. dual role bays).

Proposed Arrangement

The proposed arrangement for on-street parking is shown in **Figure 25**. Key features include:

- Redistribution and a net increase in provision to the north of the town centre.
- Minor loss of provision in the southwest of the town centre as a consequence of relocating provision for other modes/user groups.
- The majority of the parking provision to the northwest and west of Halifax town centre is unaffected.
- As a consequence of the bus box routing along Horton Street (which has a narrow cross-section in places) it was necessary to remove parking along its length to ensure free-flowing traffic conditions for buses. It is noted that these parking bays

are those that are less accessible being located on a steep gradient.

Identification of further opportunities to offset the loss of existing Pay & Display parking bays as a consequence of the proposed scheme is an on-going process through discussions with CMBC's Parking Officers.

Design Evolution

The evolution of the proposed arrangement for on-street parking is detailed in the supporting **Volume 4, Appendix G**.



Figure 25 – On-Street Pay & Display Parking Schematic Plan

Town Centre Preliminary Design Drawings

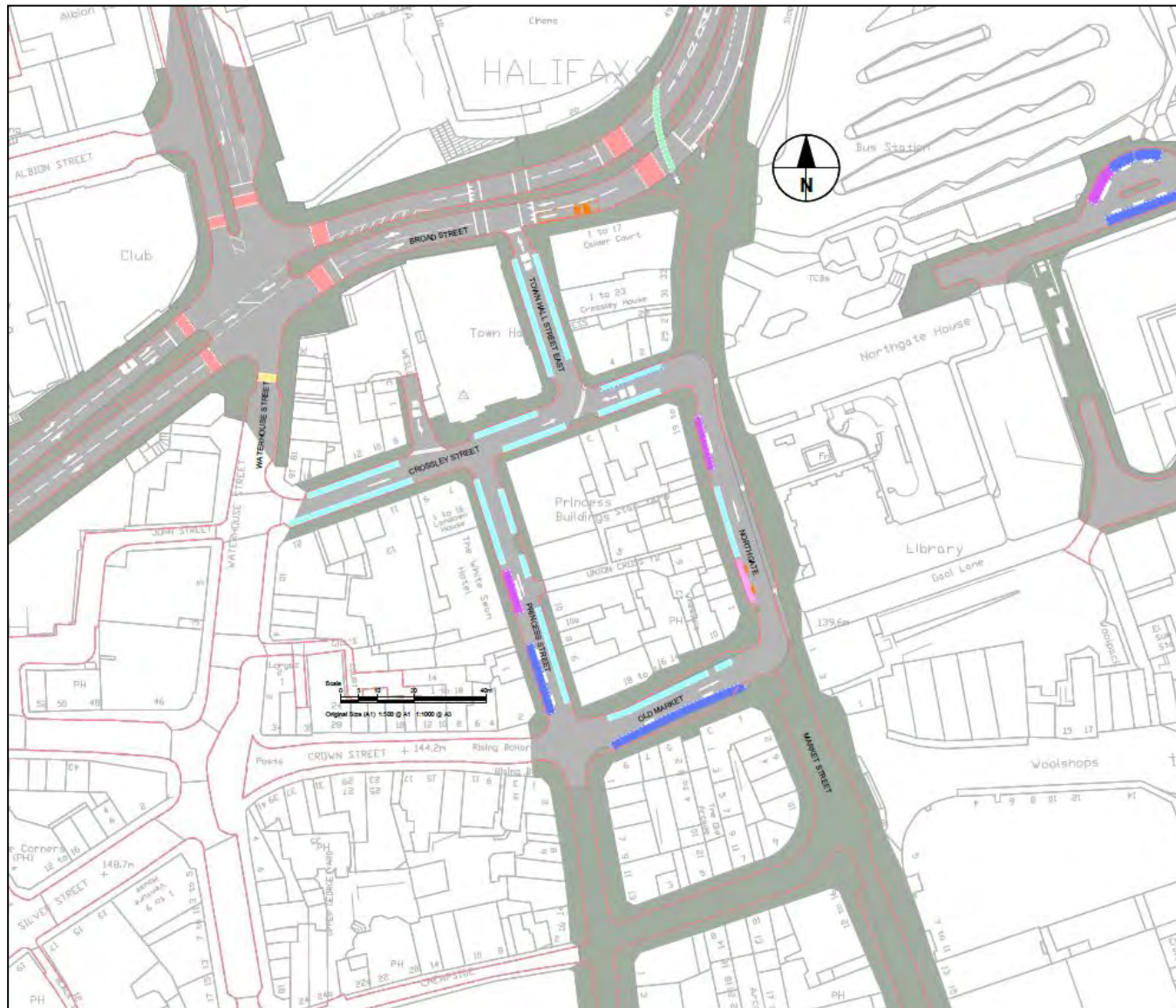


Figure 26 – Town Centre (north) Preliminary Design

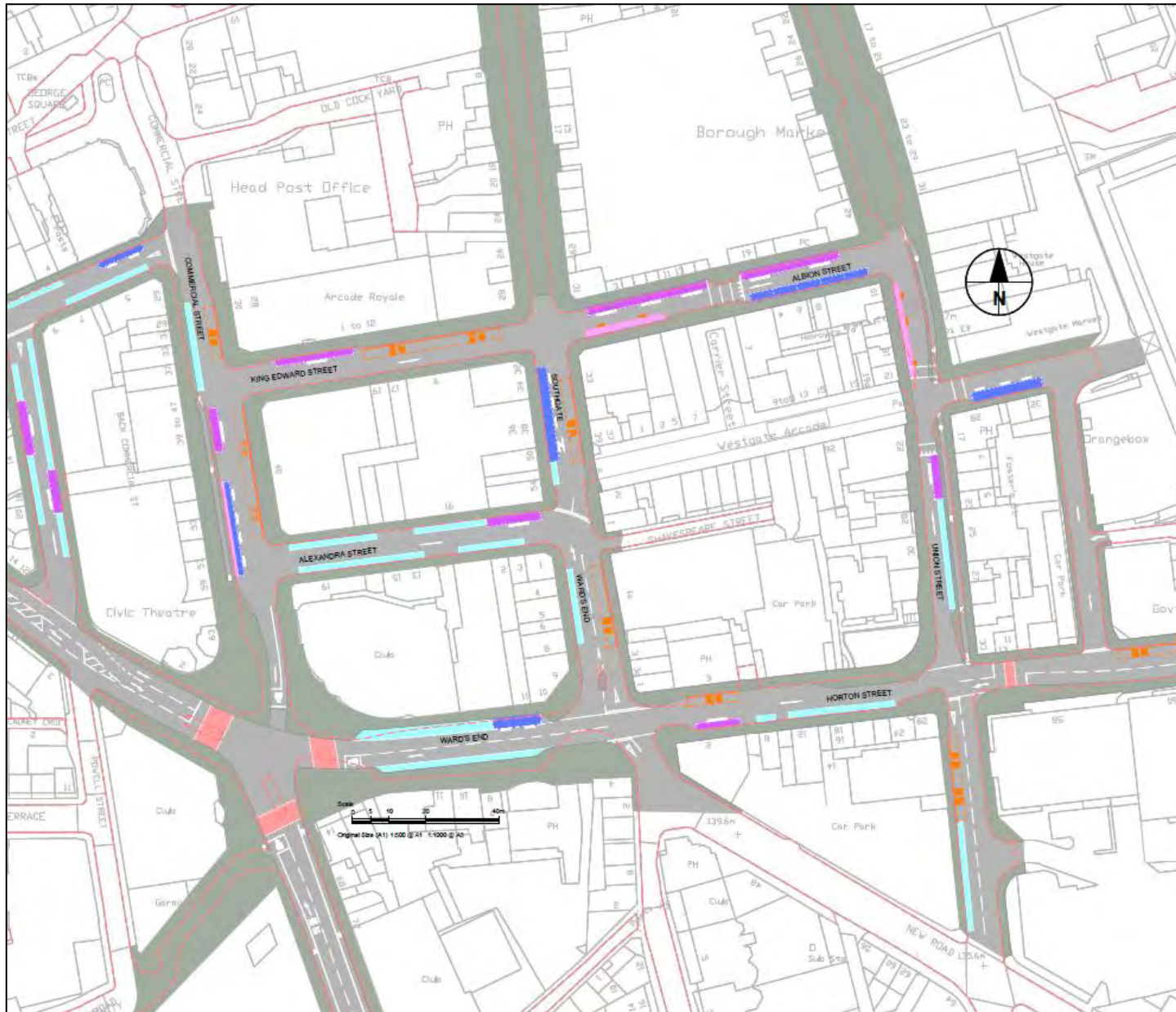


Figure 27 – Town Centre (south) Preliminary Design

Winding Road Preliminary Design Drawings

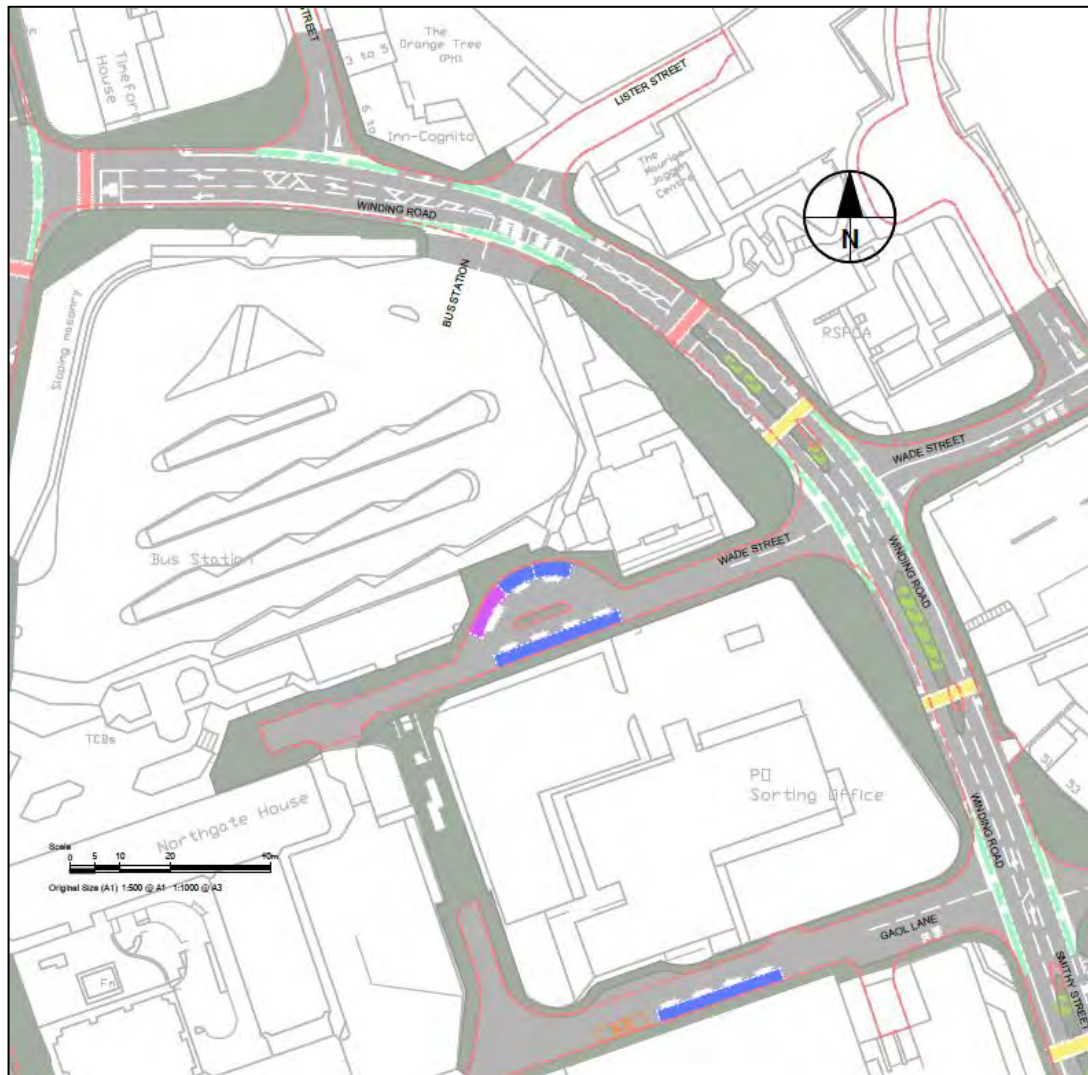


Figure 28 – Winding Road (north) Preliminary Design

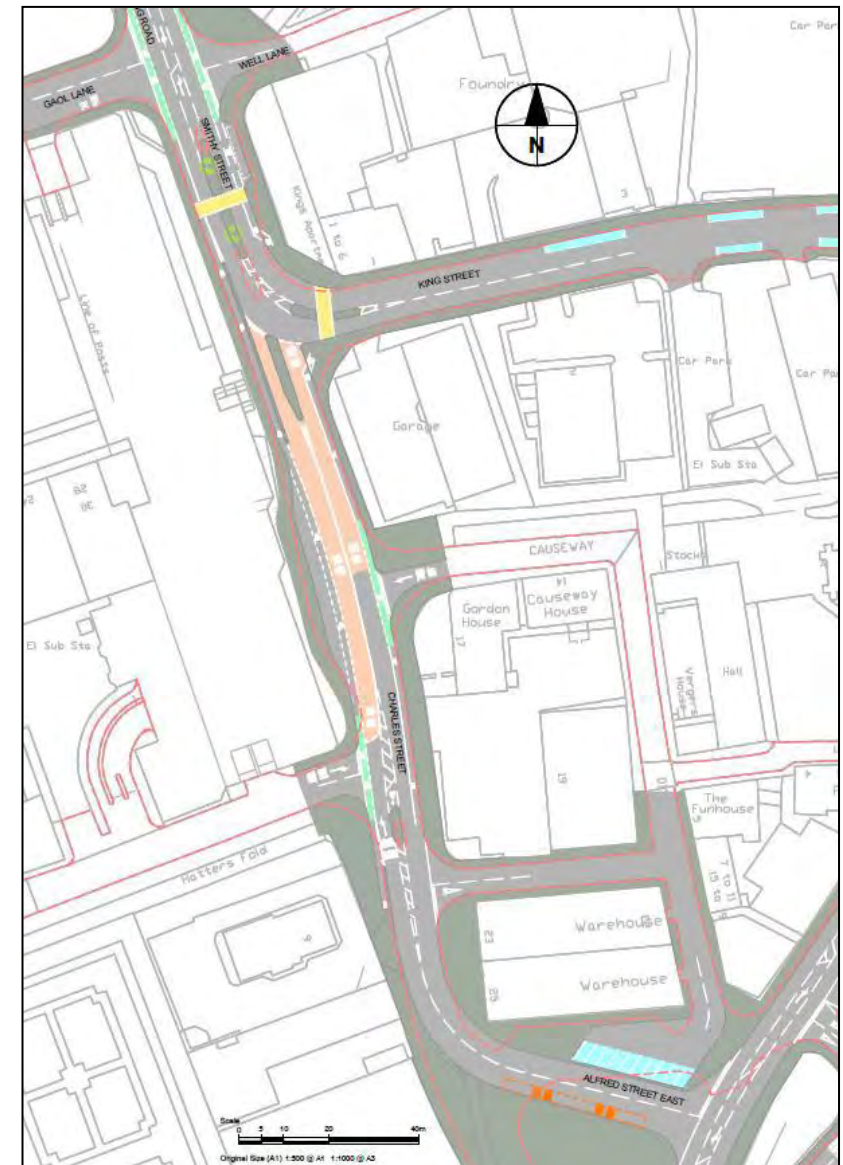


Figure 29 – Winding Road (south) Preliminary Design

Eureka! Northern Car Park Preliminary Design Drawing

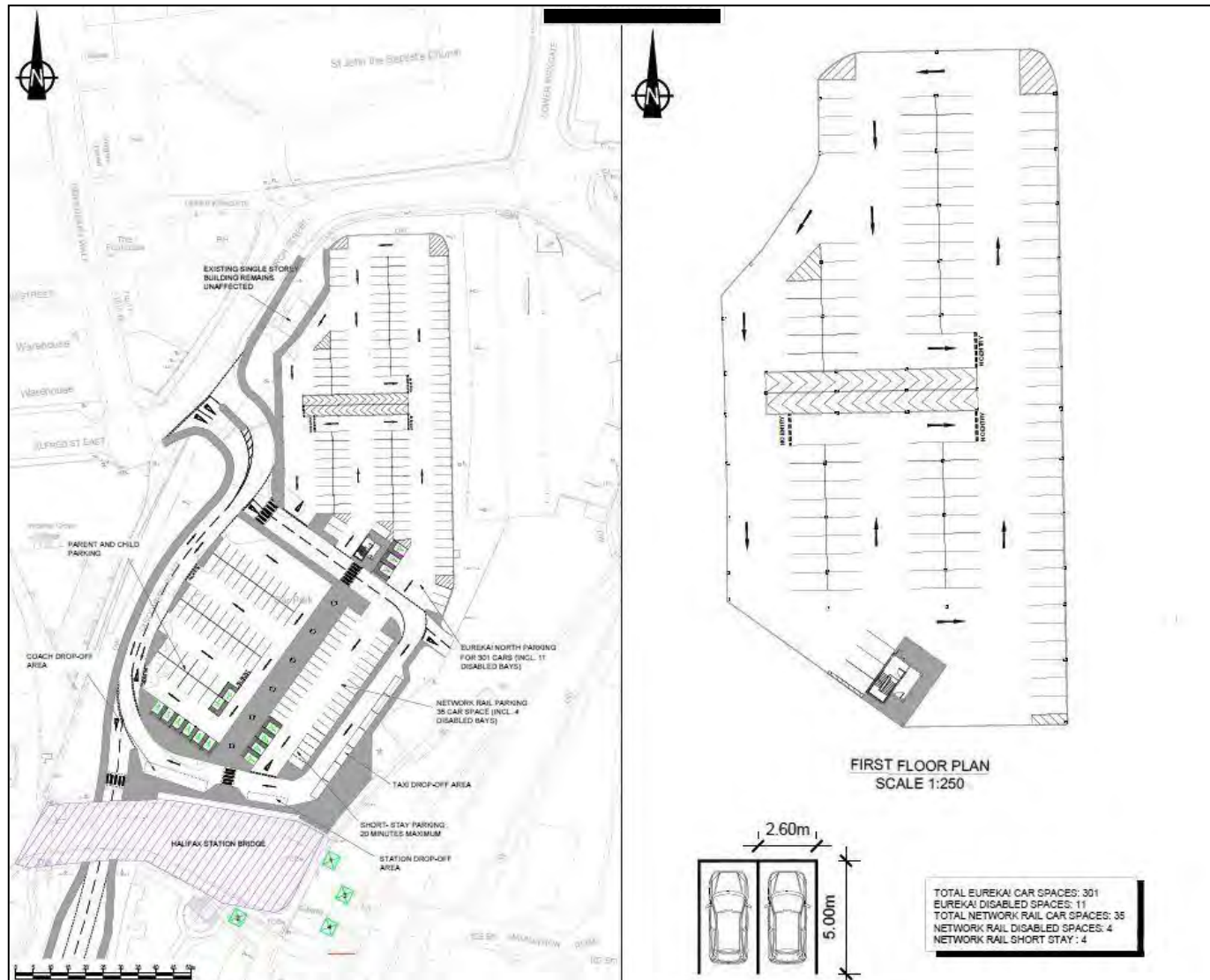
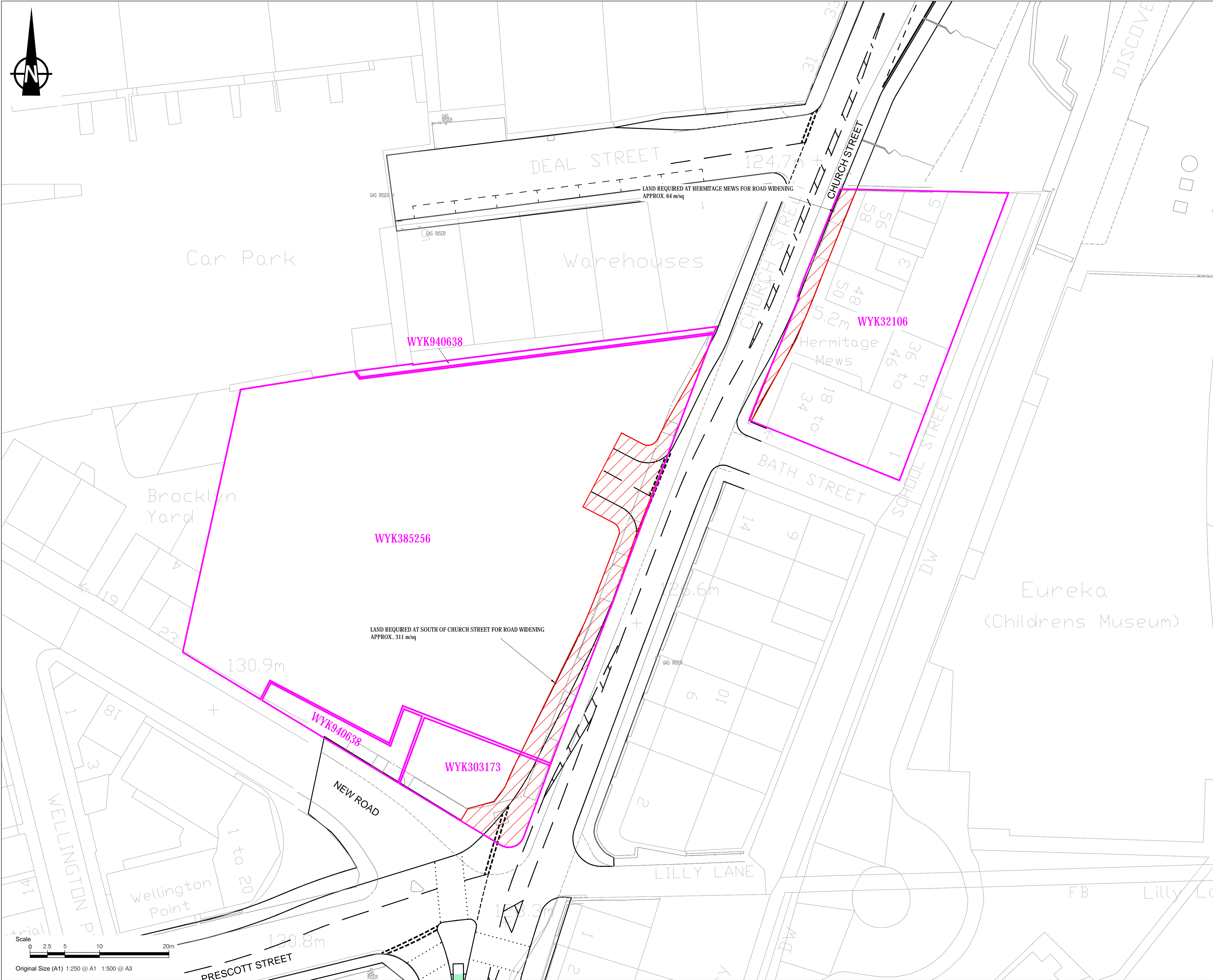


Figure 30 – Eureka! Northern Car Park Preliminary Design

APPENDIX B

LAND TAKE

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PROJECT

A629 - Phase 2
Halifax Town Centre
Improvements

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- TITLE BOUNDARY
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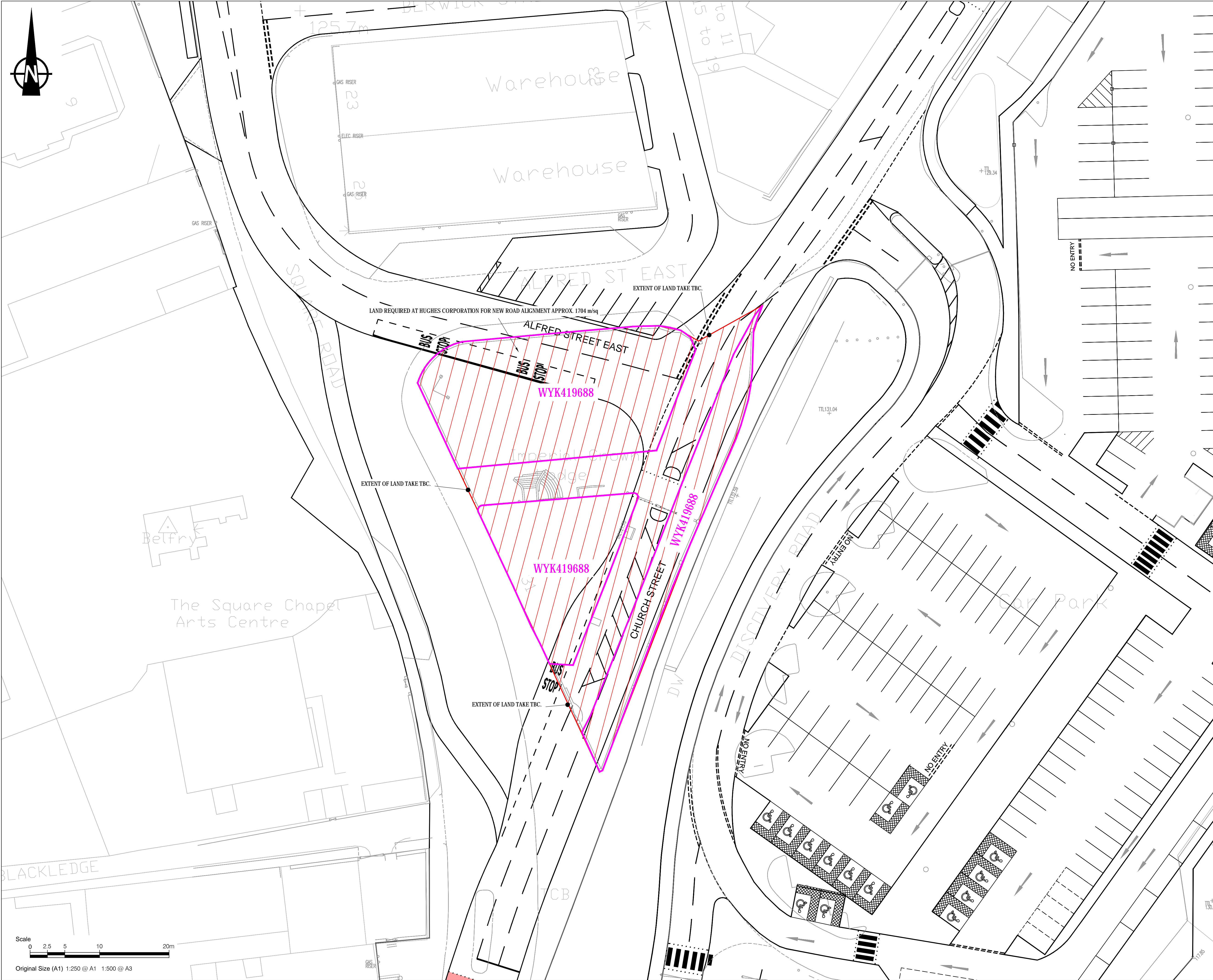
SHEET TITLE

EXTENT OF LAND TAKE
CHURCH STREET / HERMITAGE MEW

SHEET NUMBER

60528270-SHT-10-0002-C-0020

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 - WYK** TITLE NUMBER

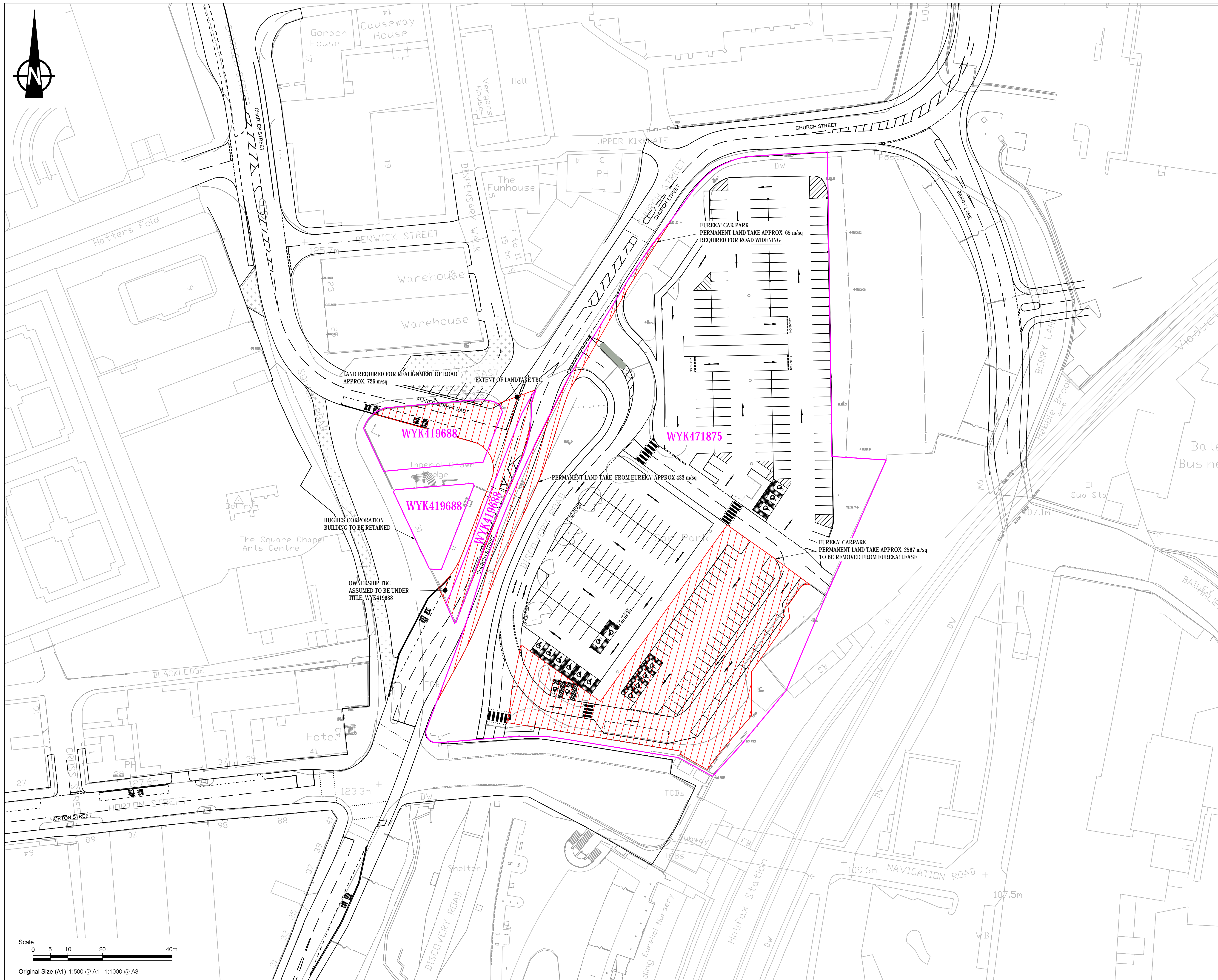
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SHEET TITLE
EXTENT OF LAND TAKE
HUGHES CORPORATION
OPTION 1 (NO EUREKA! LAND TAKE)

SHEET NUMBER
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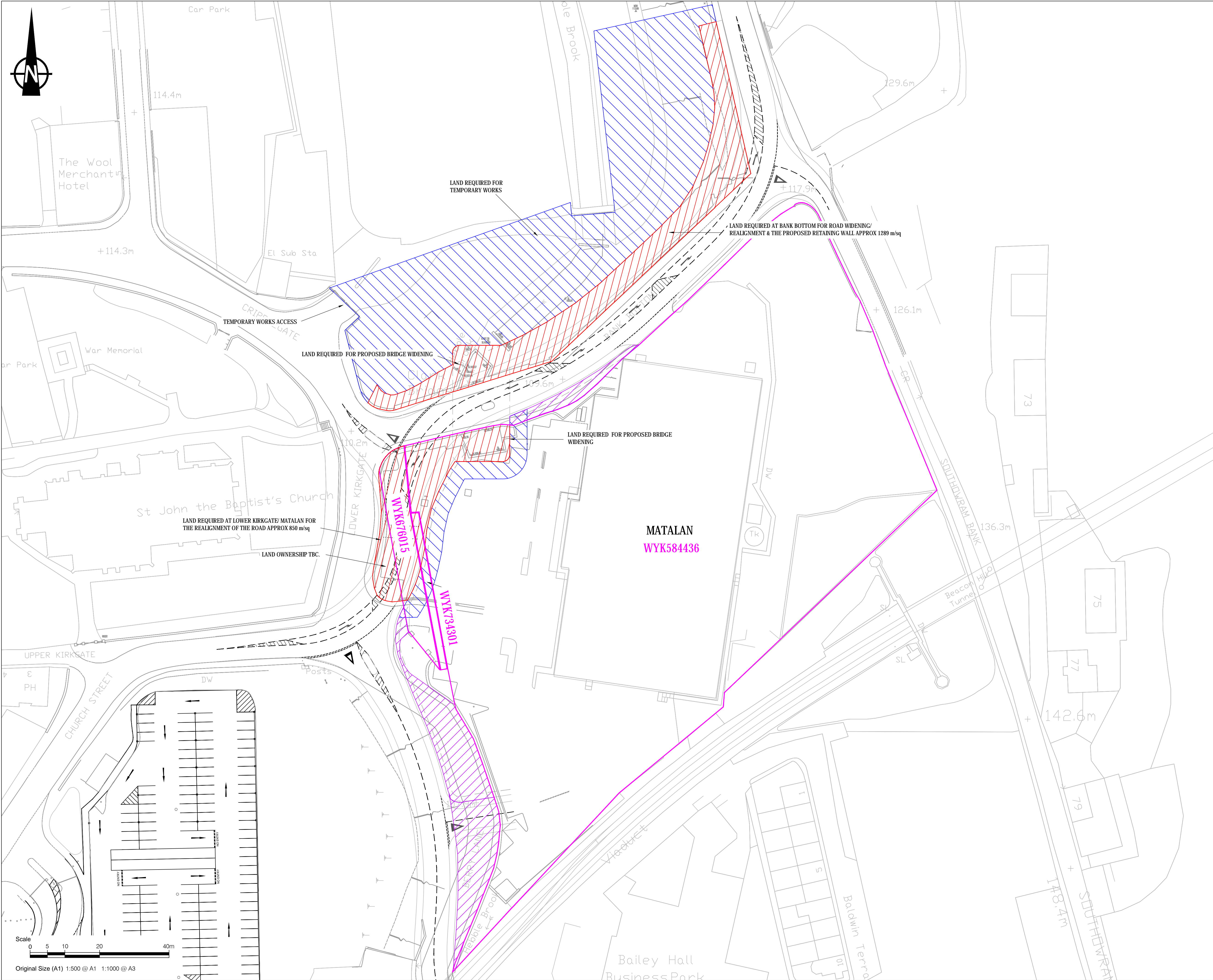
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OPTION 2 (WITH EUREKA! LAND TAKE

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- LAND TAKE - TEMPORARY WORKS AREA
- LAND GIVE
- TITLE BOUNDARY
- WYK TITLE NUMBER

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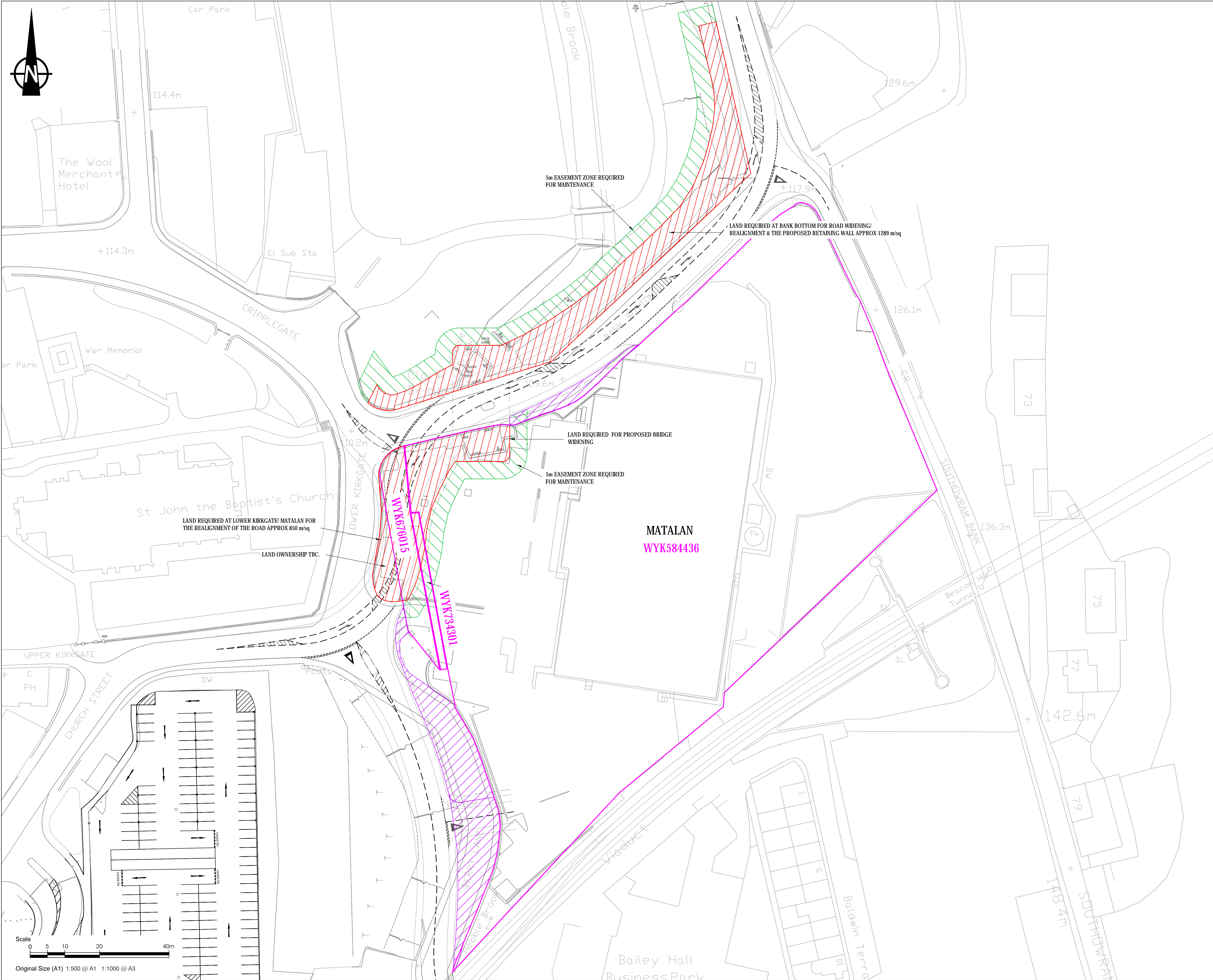
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- LAND TAKE - EASEMENT ZONE
- LAND GIVE
- TITLE BOUNDARY
- TITLE NUMBER

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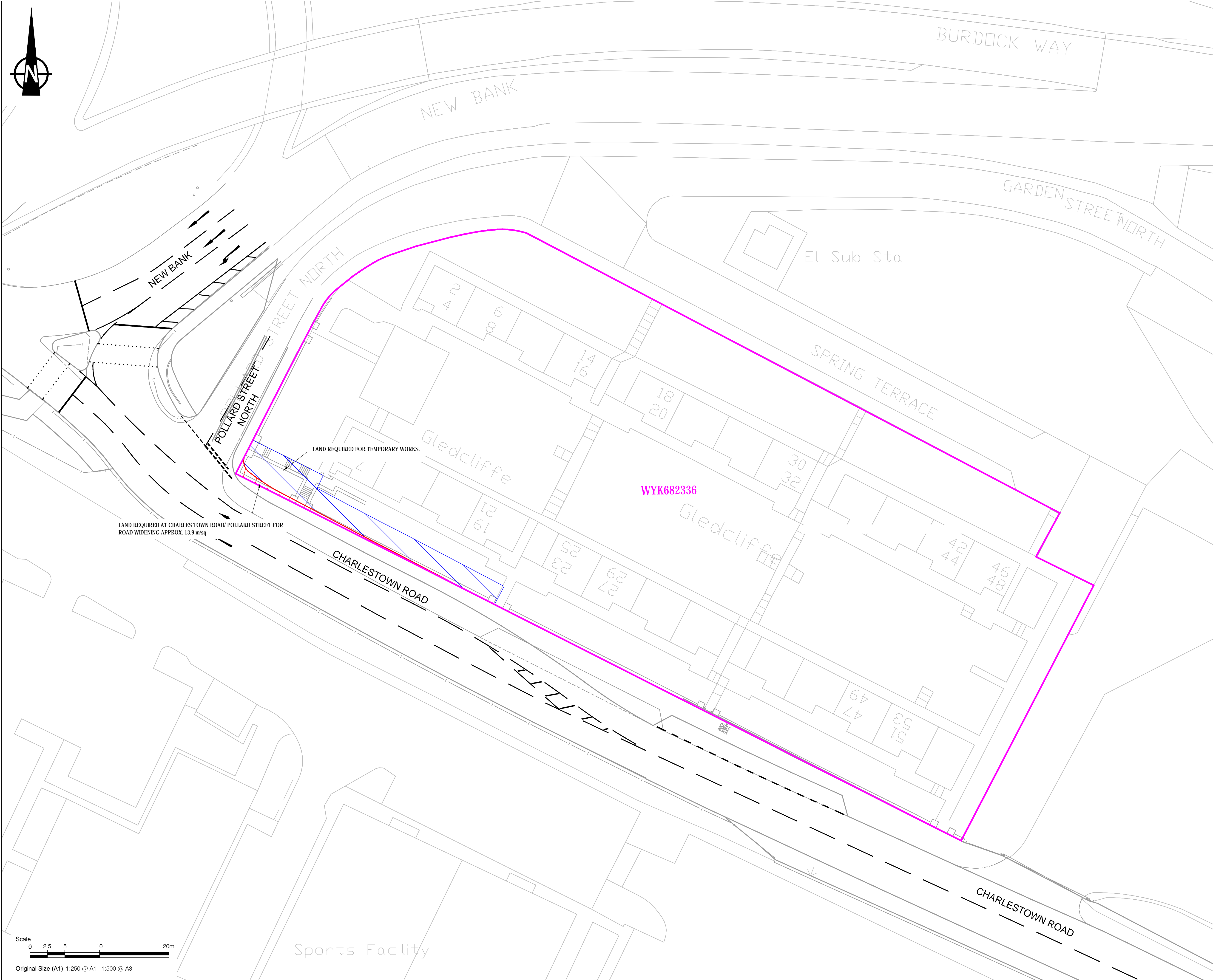
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SHEET 2 OF 2

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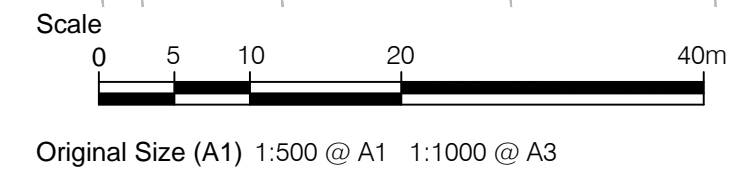
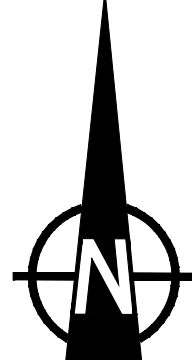
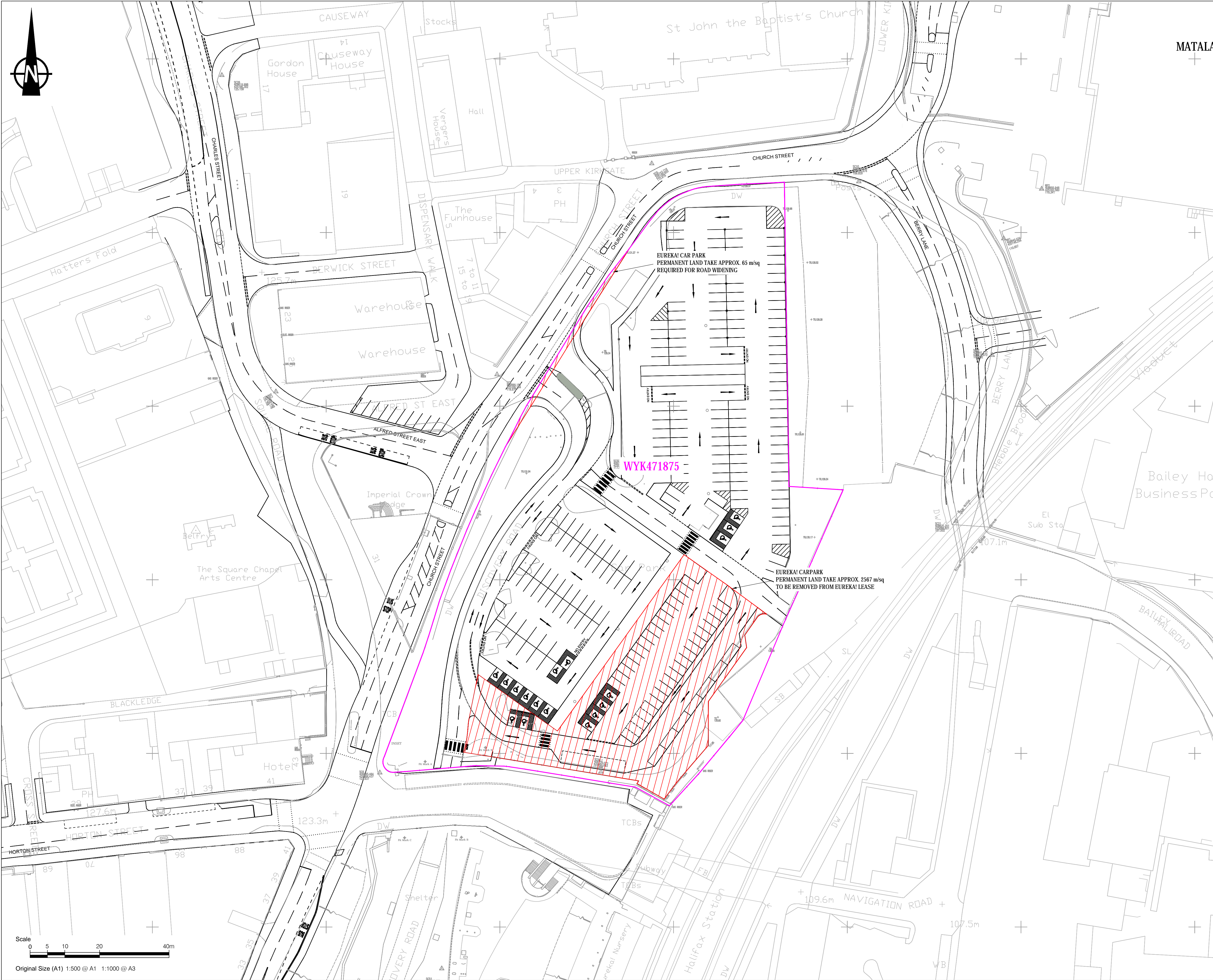
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SHEET TITLE
EXTENT OF LAND TAKE
CHARLESTOWN ROAD

SHEET NUMBER
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EXTENT OF LAND TAKE AT
EUREKA!

SHEET NUMBER

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APPENDIX C

**STATEMENT OF
REASONS**

West Yorkshire Plus Transport Fund A629 Phase 2 – Halifax Town Centre



Compulsory Order 2017 Statement of Reasons

October 2017

Borough Council of Calderdale

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INTRODUCTION

- 1.1 On 4th July 2016 and 2nd October 2017 The Borough Council of Calderdale's Cabinet agreed to the use of compulsory purchase powers and authorised its Director of Economy and Environment and Head of Democratic and Partnership Services in conjunction with the relevant Portfolio Holder to prepare The Borough Council of Calderdale (A629, Halifax Town Centre, Halifax) (Highway Improvements) (West Yorkshire Plus Transport Fund, Phase 2) Compulsory Order 2017 ('the Order').
- 1.2 It is intended that the Order will be made under section Sections 239, 240, 250 and 260 of the Highways Act 1980 and 226 of the Town and Country Planning Act 1990. The Council feels there is a compelling case in the public interest and that the proposed acquisitions will facilitate the carrying out of improvement on the A629 highway corridor more fully described below. The improvements will comprise of the demolition of an existing building and reconfiguration of all major traffic junctions to the east and west of the town, realignment of highway boundaries to facilitate improved pedestrian and cyclist connectivity and the creation of 4 new areas of public realm as part of a comprehensive scheme to provide multi-modal transport corridor improvements. These works combined will improve the economic, social and environmental well-being of the borough of Calderdale.
- 1.3 This Statement of Reasons is a non-statutory statement provided in compliance with the Department for Communities and Local Government Guidance on Compulsory purchase process and The Critel Down Rules for the disposal of surplus land acquired by, or under threat of, compulsion ('the DCLG Guidance') and The Department for Transport's Note on the Preparation, Drafting and Submission of Compulsory Purchase Orders for Highway Schemes and Car Parks for which the Secretary of State is the Confirming Authority, Circular No. 2/97 ('the DfT Guidance').
- 1.4 If confirmed by the Secretary of State, the Order will enable the Council to acquire compulsorily the land and rights over the order land described below in order to facilitate the development described below.

2 DESCRIPTIONS OF THE ORDER LAND, LOCATION, PRESENT USE AND CONDITION

- 2.1 The land proposed to be compulsorily acquired and used pursuant to the Order is shown on the maps which accompanies the Order ('the Order Map') and is located within Halifax town centre. The majority of the land is located adjacent to the publically adopted highway.
- 2.2 Full details of the ownership of each interest in the Order Land are contained in the Schedule to the Order and shown on the Order Map, but in summary the land included in the Order is as follows.
- 2.3 The Order land is in broad terms:
 - Several small portions of land to the west of a cleared development site,
 - Residential curtilage
 - A vacant building & car park (car park used by nearby hotel)
 - Unregistered land adjacent to the adopted highway
 - A portion of a car park that supports Eureka! the National Childrens Museum,
 - The southern boundary of a cleared development site

- Car park forecourt (in use by retail business)
- Corner of a communal residential garden,

Given that the land required would cut through the Hughes Corporation building, Church Street, Halifax the Council will acquire the whole of the building structure and all land and interests included in those parcels of land. The building structure will be demolished.

- 2.4 The land is in a number of different ownerships as noted in the Schedule to the Order and details have been gathered through inspection of Land Registry title documents and a Requisition of Information request.
- 2.5 The Council is seeking the power to acquire all interests in the Order Land unless expressly stated in the Schedule to the Order in order to facilitate the comprehensive redevelopment of the land (including the Order Land) to deliver integrated transport corridor improvements.

3 THE ORDER MAP

- 3.1 The Order Map identifies the land subject to compulsory purchase powers, shown shaded in pink and shaded in blue. The pink land represents land where all interests in that land are being acquired. The blue land represents land over which will be created new rights. Individual plot boundaries and numbers on the Order Map correspond with the Schedule to the Order (the Schedule). In addition, the Schedule lists other parties who may have a qualifying interest in the Order Land where known after diligent enquiry.
- 3.2 The Schedule has been based on information gathered through site inspections and enquiries, response to notices issued under section 16 of the Local Government (Miscellaneous Provisions) Act 1976 and section 5A of the Acquisition of Land Act 1981 and inspection of Land Registry documents. Whilst it represents an extensive schedule of known interests it is acknowledged that currently unknown interests may emerge in the course of proceeding with the compulsory purchase order.
- 3.3 The Order Map will be deposited at the Council's Customer First offices at 19 Horton Street, Halifax, HX1 1QE and can be viewed between the hours of 9.00am – 5pm, Mon - Fri. The Order and Order Map can also be viewed on the Council's website at www.calderdalenextchapter.co.uk

4 THE ENABLING POWERS FOR THE CPO

- 4.1 The Council intends to make the Order pursuant to its powers under section 239, 240, 250 and 260 of the Highways Act 1980 (the 1980 Act) and section 226 of the Town and Country Planning Act 1990 (the 1990 Act).
- 4.2 Section 239 (1) of the 1980 Act enables the compulsory acquisition of land where land is required for the construction of a trunk road, and any highway authority may acquire land required for the construction of a highway which is to be a highway maintainable at the public expense, other than a trunk road.
- 4.3 Under Section 239 (3) of the 1980 Act a highway authority may acquire land required for the improvement of a highway, being an improvement which they are authorised by this Act to carry out in relation to the highway.

- 4.4 Under Section 240 of the 1980 Act a highway authority may acquire land which is required for use by them in connection with the construction or improvement of a highway.
- 4.5 Section 250 of the 1980 Act enables new rights to be created over land for highway purposes. This may be for the construction and maintenance of bridges over highways and tunnels under highways, the construction and maintenance of drains, the placing of apparatus in land and the construction of private accesses.
- 4.6 Section 260 of the 1980 Act enables the clearance of the title to land at the relevant time has already been acquired by agreement.
- 4.7 Section 226 of the 1990 Act enables the compulsory acquisition of land for development and other planning purposes.
- 4.8 The Council is satisfied that for the reasons set out below, the purpose of the Order falls within the powers set out above and that the Order may lawfully be made.
- 4.9 The Council is exercising its compulsory purchase powers because it has not been possible to acquire by agreement all interests that are required for the Scheme and it is not certain it will be able to acquire the remaining land by agreement.
- 4.10 The DCLG Guidance and the DfT Guidance provide guidance to acquiring authorities on the use of compulsory purchase powers and sets out the overarching consideration that there must be a compelling case in the public interest for making a compulsory purchase order. The Council has taken full account of this overarching consideration in making this Order. Section 12 details why the Council considers that there is a compelling case in the public interest to make the compulsory purchase order and proceed with the scheme of highway improvements.
- 4.11 The DCLG Guidance states that undertaking negotiations in parallel with preparing and making a compulsory purchase order can help to build a good working relationship with those whose interests are affected by showing that the authority is willing to be open and to treat their concerns with respect. Whilst the acquiring authority must make all reasonable efforts to acquire the land by negotiation, it is no longer the case that the making of a compulsory purchase order has to be a last resort. Acquiring authorities are expected to provide evidence that meaningful attempts at negotiation have been pursued or at least genuinely attempted.
- 4.12 Landowners have been made aware of the desire to acquire the land and the potential for the use of compulsory purchase powers. Negotiations have been ongoing with respect to the purchase of the land required and compensation. Where relevant, dialogue has also taken place and will continue to take place in relation to mitigation and remedial works or relocation. The District Valuers Office have been appointed to progress negotiations with all landowners. The Council will continue to make meaningful attempts to reach agreement on a voluntary basis. Where mitigation measures or remedial works is appropriate, the Council are taking a proactive and sensitive approach to work with businesses to minimise adverse impact.
- 4.13 In summary, in exercising its powers of compulsory acquisition, the Council is satisfied that it may lawfully do so under the powers set out above and that there is a compelling case in

the public interest for such exercise and that the public interest is sufficiently important to justify the interference with private rights in making improvements to the highway.

5. THE WEST YORKSHIRE PLUS TRANSPORT FUND (WY+TF)

As part of the 'City Deal' between West Yorkshire, York and Central Government, a new Transport Fund of around £1 billion was created, targeted specifically at increasing employment and economic growth. The WY+TF identified a 10-year package of measures that would enable change and deliver economic growth in the short to medium term across the region. The package was formed around five broad programmes, which are:

- Rail and Rapid Transit;
- More efficient highway and bus networks;
- Multi-modal corridor improvements;
- Other targeted improvements to support employment;
- Improving the highway network to support growth.

5.1 The A629 within the West Yorkshire Plus Transport Fund

The A629 Halifax to Huddersfield Corridor Improvement package comprises a series of multi-modal corridor improvements prioritised for delivery within the first five years of the WY+TF, which has been allocated £120.6 million to drive economic growth by addressing transport and accessibility issues. Calderdale Council (CMBC) and Kirklees Council are jointly developing the range of interventions proposed along the corridor, which initially envisaged:

- Road space re-allocation (bus priority) and capacity and operational improvements (particularly to allow commercial vehicles to get to their destinations quickly and efficiently);
- Major junction improvement at the A629/A6026 Calder & Hebble junction and other key pinch points along the corridor;
- Improvements to Junction 24 of the M62 (Ainley Top);
- Improvements to the strategic accessibility and public realm within Halifax town centre to deliver regeneration and growth aspirations;
- Introduction of express bus services between Halifax and Huddersfield;
- Development of a Park and Ride facility at Junction 24; and
- Gating at strategic points along the corridor to manage access and flows.

The West Yorkshire Combined Authority's Urban Dynamic Model (UDM) forecast the package's ability to unlock development potential in both Calderdale and Kirklees, and

create 1,740 jobs by 2026. Such benefits were predicted as achievable on the back of a range of the package outcomes, including congestion relief, reduced journey times for general traffic, improved pedestrian/cycle accessibility and a 50% reduction in end-to-end journey times for buses.

Delivery of the full A629 corridor strategy will take a number of years to realise due to the complexity and extent of the numerous proposals. The package has therefore been split into a number of phases for the purposes of development, as shown below, with Phases 1 and 2 prioritised for early delivery due to their greater contribution to overall scheme impacts that these components are expected to generate:

- Phase 1: Southern Section (Elland Bypass to Free School Lane);
- Phase 2: Halifax Town Centre;
- Phase 3: Absorbed into Phase 2
- Phase 4: Ainley Top (M62 Junction 24) and Wider Strategic Interventions;
- Phase 5: Ainley Top to Huddersfield.

5.2 A629 Phase 2

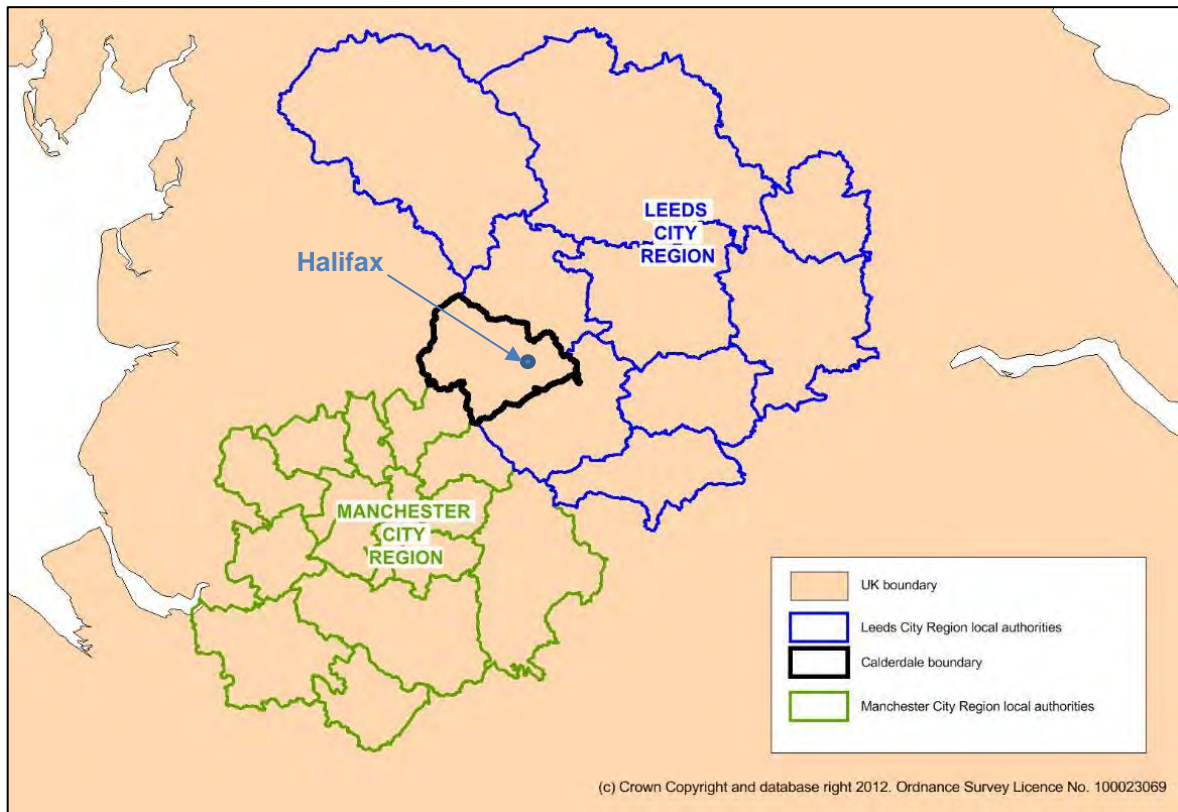
Within Calderdale, £57.1 million has been mandated for the development and delivery of Phase 2 by March 2021, with a further £17.5 million mandated for the development and delivery of the Phase 1 section. The success of the two phases currently being progressed for early delivery within Calderdale is dependent on their ability to contribute to the wider economic impacts targeted by the A629 improvements package as a whole in both Calderdale and Kirklees.

Phases 1 and 2 have been developed separately for the Gateway approval process due to their size, complexity, resourcing issues and the desire for early deliverables. They also focus on significantly different elements of the full A629 package (corridor versus town centre).

6. CONTEXT

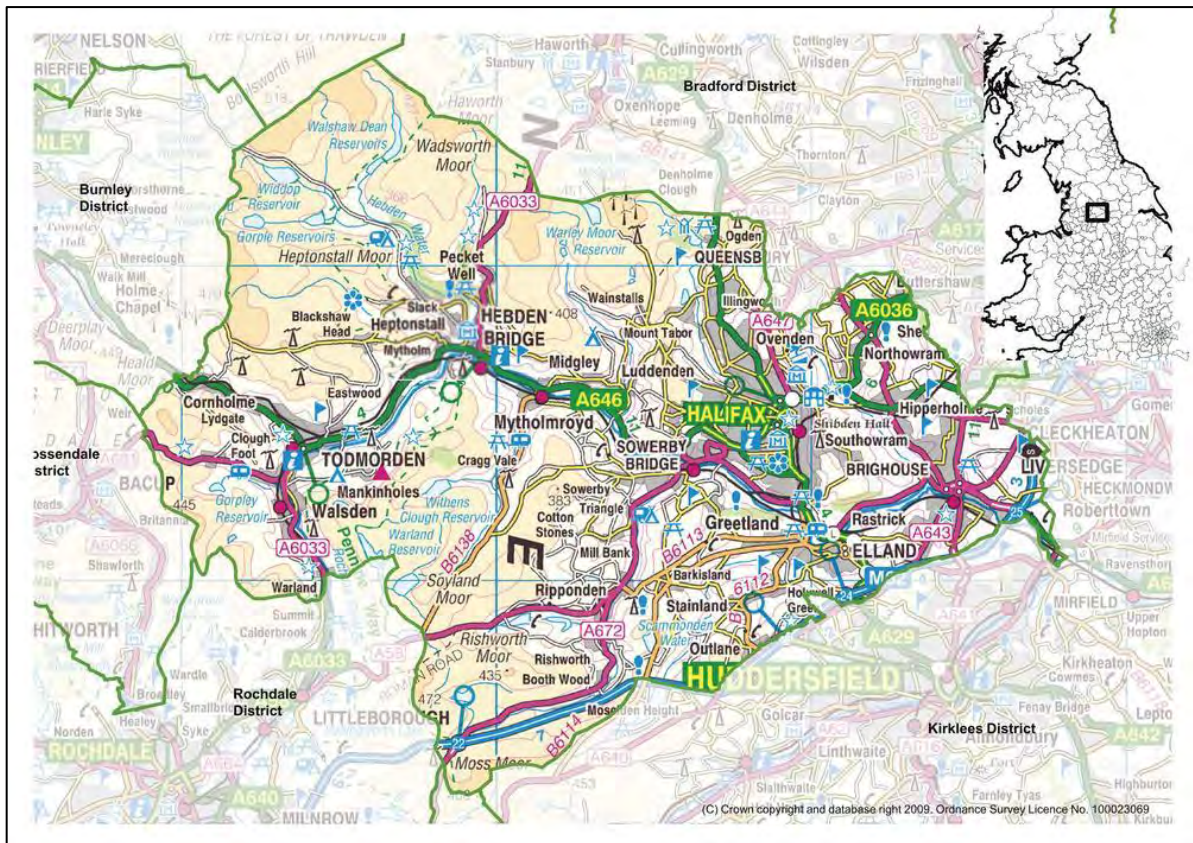
- 6.1 Halifax is located in Calderdale in Pennine West Yorkshire. It lies within the Leeds City Region, as shown in Figure 1.1, but also borders districts in the Manchester and Lancashire City Regions including Rochdale, Burnley and Rossendale.

Figure 1.1 – Calderdale within the Leeds City Region



- 6.2 Halifax is situated within the M62 corridor, on a main Trans Pennine rail route, and is more locally centred between Huddersfield and Bradford, as shown in Figure 1.2. This allows quick and easy access to a population in excess of 5.5 million providing significant economic opportunities.
- 6.3 Calderdale's strategic position within the City Region, with strong physical and geographical connections to Greater Manchester, provides it with significant opportunities to outperform its peers as a lynchpin within the Government's ambitions to establish the Northern Powerhouse. Capitalising upon its position and economic strengths, Calderdale has the ability to serve as a bridge for flows of investment and labour capital, to the benefit of both regional economies.
- 6.4 Yet for this east-west axis of renaissance to be realised, improvements to both inter and intra-City Regional connectivity need to be made, enabling localities such as Calderdale the opportunity to specialise in their unique areas of economic strength, whilst gaining access to the pan-Northern economy and its markets.
- 6.5 Figure 1.2 shows the strategic connections within Calderdale and highlights how the topography of the district focuses highway demand onto a small number of routes, many of which converge in Halifax town centre.

Figure 1.2 – Strategic Connections



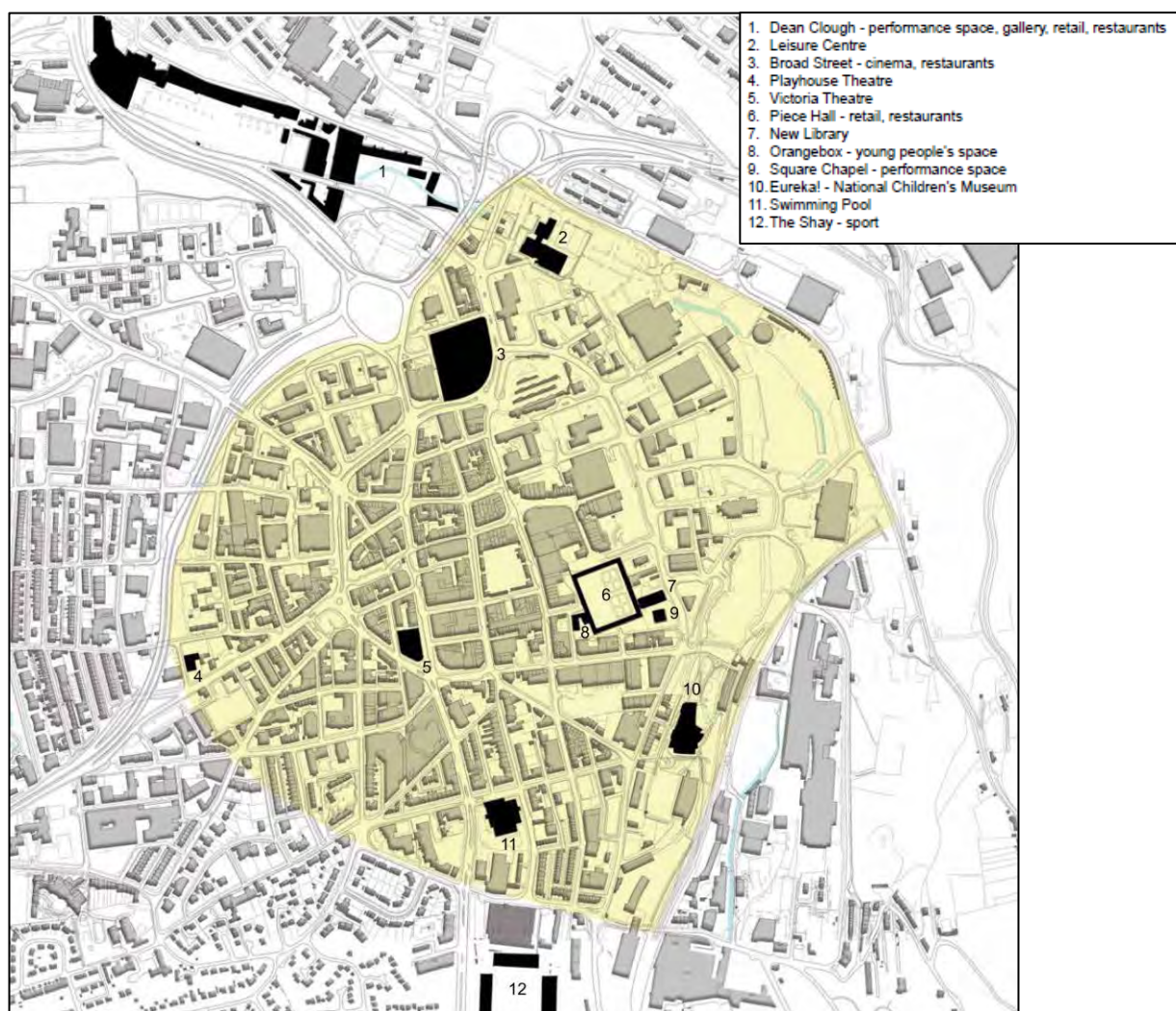
- 6.6 Calderdale is currently home to over 8,500 businesses and a population in excess of 210,000 people. This is expected to grow by 19,000 over the next years. There are currently more than 101,100 jobs in Calderdale, yet over a third of its residents commute to work outside the District. This is counterbalanced by a high degree of in-migration for work, particularly from neighbouring Kirklees, due to the unique range of employment opportunities that the local economy is able to offer.
- 6.7 Calderdale has a high proportion of small businesses, with over 80% of the businesses employing between 1 and 10 people. 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 such as Lloyds, Royal and Sun Alliance, Nestle, Marshalls and Croslee. The District has the highest levels of productivity in the City Region with Gross Value Added per employee standing at £41,699 and has also seen the highest increase in productivity between 2007 and 2010 with a 1.6% increase.
- 6.8 Just over half of the jobs within Calderdale are contained within the Halifax area. Financial and business services are a major employer in the town exemplified by Lloyds Banking Group (formerly HBOS) which employs over 6,000 people in the head office located within the town centre and data processing site. The agglomeration benefits that result from the clustering together of financial and professional services has recently led to similar businesses consolidating their national operations in Halifax, including Covea Insurance.

- 6.9 Manufacturing also continues to be a significant sector with nearly 20% of the Calderdale 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 District with leading firms including Weir Valves, Halco Rock Tools and Hargreaves Foundry. Furthermore, creative and digital businesses are becoming increasingly important in the Calderdale economy, representing 18% of all businesses in the District and 5% of employment.
- 6.10 Whilst it is evident that agglomeration of similar industries is taking place within the local area, there are concerns this agglomeration is being constrained and that businesses are struggling to capitalise on the opportunities on offer (including the local skills base) due to connectivity issues. These connectivity issues (including congestion and perceived remoteness) are contributing to the lowering of business productivity and, as such, are deterring future investment and threatening the retention of businesses in the longer term. Recent stakeholder interviews have indicated that the lack of connections across the town centre already pose issues for existing businesses. For example:
- Despite being located on the periphery/edge of the town centre, the linkages into Dean Clough are very poor which consequently isolate the development meaning it effectively takes on the characteristics of an out of town business park, with very few of the 4,000 or so employees venturing into the town centre. This constrains the way in which Dean Clough and the town centre can work together to attract investment to Halifax. It also means that potential economic activity is lost from the town centre as employees of Dean Clough are deterred from using the town centre facilities, eroding their viability.
 - Eureka! has identified that there is a disconnect perceptually and physically between Eureka! and the town centre limiting the use of the town centre by visitors to the museum. Eureka! also feel that there is no sense of arrival in Halifax. There is a desire to build on the aspirations for Piece Hall and Eureka! so that these nationally significant assets complement one another, draw people into the centre and increase length of stay in the town to increase visitor spend and enhance job creation.
 - Nestle identified that the current transport network provides them with certain logistical problems with certain routes around Halifax needing to be avoided due to the topography and constraints around the road network. Nestle also stated that the current transport constraints are a major influence on their future plans for the site and might adversely impact on new development that would enable the site to be future proofed for modern food production operations. This raises concerns about the long term competitiveness of Halifax as a food manufacturing centre.
- 6.11 Economic analysis has also indicated that the viability for development of many types, both private and public, is marginal. The topography of Halifax currently limits the number of large scale development sites that are available and many of those that do offer development potential currently suffer from poor accessibility that undermines their commercial viability. Therefore, one area in which intervention can be made to influence this is the improvement of the quality of access into and within the town centre.
- 6.12 The emerging Local Plan will guide the spatial distribution of employment and housing growth throughout the District in the future and will confirm that Halifax will continue to be the main economic driver within Calderdale. The current Local Plan Initial Draft provides the

strategic justification for where investment in the transport network is needed in order for increased economic activity to be accommodated. The principles of the emerging Local Plan seek to locate employment in established business centres including Halifax town centre due to the existing focus of the transport network and the potential agglomeration benefits that stand to be gained. The improvements specified in the emerging Plan include new offices, new retail opportunities, and potential regeneration for residential or mixed use schemes.

- 6.13 CMBC is currently in the process of streamlining production of the emerging Local Plan by merging the Core Strategy and Site Allocations into a single Development Plan Document. Current forecast assumptions are based on the projected Local Plan growth target of 18,920 dwellings being realised by 2032 (from a 2012 base), assuming the quantum of housing completions to June 2014 (the date against which Calderdale's strategic highway model is validated) have been realised. Employment growth reflects Regional Econometric Model (REM) forecasts and settlement projections, distributed across the most viable sites identified through Calderdale's Strategic Housing Land Availability Assessment and Employment Land Review.
- 6.14 Whilst the Plan is not currently expected to be adopted until mid-2019, any intervening changes that may result are predicted to intensify rather than reduce the current forecast assumptions. The economic constraints identified and the principles of the emerging Local Plan are therefore major drivers for improvements in connectivity, particularly in relation to Halifax town centre.
- 6.15 The town centre itself already has a strong identity as a sustainable and vibrant centre for the Calderdale District and has a distinctive urban core built upon its historic origins. Being the administrative centre for Calderdale, Halifax performs a range of civic functions, containing the CMBC offices and the central public library. It also provides the focus of retail activity for the Borough supported by other local centres, with the main focus of retailing located within the areas of the Woolshops Shopping Centre, Cornmarket and Southgate, with the Borough Market and Russell Street connecting these areas.
- 6.16 Tourism and the unique built environment are also of particular importance to the town and there is 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 buildings of architectural and historical significance and in new purpose built developments as illustrated in Figure 1.3.

Figure 1.3 – Social and Cultural Assets in Halifax



6.17 The town centre has retained much of its historic character and townscape quality, however many of its assets are under exploited. For the town to develop and build upon its hidden strengths it needs to improve its town centre offer, which requires a sensitive, unique, high quality approach rooted in a strong understanding of place. A longstanding framework for regeneration for the town centre is set out in the following series of documents:

- The Yorkshire Forward Renaissance Towns Programme: 'Halifax: Streets Ahead!' produced in 2004 by CMBC, Yorkshire Forward and partners;
- The Halifax Town Centre Supplementary Planning Document (SPD), produced by CMBC in 2009;
- The Town Centre Masterplan, produced by consultancy BDP on behalf of CMBC in 2010.

6.18 As part of this programme of regeneration, Halifax town centre is undergoing a period of transformation with a number of significant projects coming forward including:

- Construction has recently completed on a new Central Library, alongside the comprehensive regeneration and restoration of the Piece Hall which had 260,000 visitors in the first month of re-opening;
- The £50 million Broad Street Plaza Phase 1 is now completed and open for business;
- The Council nearing the end 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;
- Following the rationalisation of the Council's office estate detailed above, exciting proposals are currently being considered for the redevelopment of the Northgate Site . Local Growth Fund monies are being targeted to address market failure by covering the costs of demolition for this strategically important site, identified in the LCR SEP, which will provide the stimulus needed to create an attractive environment for redevelopment.
- However, despite these projects coming forward as part of the longstanding regeneration framework, the overall vision and goals have not been fully delivered. This is in part because a holistic view of transport and regeneration has not been given enough consideration. In recognition of this, CMBC commissioned consultants in 2014 to produce a Town Centre Delivery Plan that would act as an update to the 2010 Town Centre Masterplan and that would also consider practical and realistic opportunities that aim to stimulate economic growth and performance underpinned by CMBC's Strategic Vision (with specific reference to tackling connectivity issues).

6.19 The Delivery Plan sets out six new objectives as follows:

- Unlocking sites to attract investment;
- Attracting people to spend more time in Halifax town centre, creating vibrancy and buzz;
- Providing commercial accommodation to support existing business and support growth;
- Giving greater recognition to Halifax's heritage status;
- Broadening Halifax's social and cultural offer;
- Providing space to support skills and education.

- 6.20 The Delivery Plan includes 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 made commercially and financially viable.
- 6.21 The identified projects, interventions and initiatives, illustrated in Figure 1.4, all make a positive contribution to at least one of the objectives towards improving the town centre as a place to live, work and play.

Figure 1.4 – Halifax Town Centre Delivery Plan Projects



- | | |
|---|--|
| 1. Piece Hall Transformation | 17. Northgate House & Surroundings: Site Preparation |
| 2. New Central Library | 18. Bus Station |
| 3. Leisure Centre/Swimming Pool Feasibility Study | 19. Cow Green Car Park |
| 4. Council Owned | 20. Horton Street |
| 6. Northgate House & Surroundings: Marketing | 21. Implementation of Eureka! Site wide Master plan |
| 7. Cripplegate: resolve legal & technical issues | 22. Beech Hill |
| 8. Square Chapel | 24. Eastern Highway Improvements |
| 10. Station Access Improvements | 25. Western Highway Improvements |
| 11. Eastern Highway Improvements | 26. Station Access Improvements |
| 12. North Bridge Gateway | 27. Cripplegate: Delivery |
| 13. Western Highway Improvements | 28. Northgate House & Surroundings: Delivery |
| 14. Northbridge Leisure Centre | 29. Nestle/Bailey Hall Factory |
| 15. Leisure Centre/ Swimming Pool | 30. Eastern Highway Improvements |
| 16. Borough Market | 31. Western Highway Improvements |

- 6.22 The 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 related to the dependencies that exist.

- 6.23 All of the projects within the Delivery Plan stand to benefit the local economy by bringing new visitors into the town and instilling confidence in the private sector that Halifax is an appealing location in which to invest. The Delivery Plan endorsed many of the principles of the connectivity improvements set out in the Masterplan including:
- An enlarged town centre with seamless links between areas such as Dean Clough, the Piece Hall, Halifax Minster, the rail station and Eureka!;
 - Improved linkages between the town centre and residential areas to the west;
 - Enhanced gateways into the town at strategic points;
 - Creation of a better environment for pedestrians and cyclists.
- 6.24 However, the Delivery Plan looked in more detail at how these connectivity improvements could complement and assist the development of key sites within the town centre by removing access issues (and associated costs) via a town centre wide approach. This approach considered all modes of transport, with the understanding that the topography of Calderdale means that there will still be through traffic movements that need to be accommodated to ensure the economic success of the wider District, without penalising or undermining the town centre's economic potential. Most importantly, the Delivery Plan clearly identifies that, without significant intervention within Halifax town centre in terms of transport infrastructure, there will be a constraint on future growth, both in economic terms, but also in the ability to accommodate the forecast levels of new housing within Calderdale.
- 6.25 During the preparation of the Delivery Plan, key businesses identified transport, congestion and connectivity between key locations as being barriers to growth. Lloyds Banking Group highlighted the relatively poor gateway into the town provided by the rail station, given the number of employees and visitors that arrive by train. The owners of Dean Clough, where almost 5,000 people work, stated that they felt disconnected from the town centre and that current walking routes and road layouts meant that their employees often bypassed the town centre itself on their routes to and from work.
- 6.26 Nestle highlighted that their transport operations are constrained by access issues in relation to Water Lane (low bridges) and Bank Bottom (steep gradients on corner). It is also known that there is reluctance on the part of developers to realise some of the emerging aspirations due to connectivity and access concerns.
- 6.27 Whilst the Delivery Plan represents the ambition for Halifax town centre at a point in time, it is a key document that CMBC is now using to inform their decision making and stakeholders on strategic priorities. As such the document is to be regularly reviewed as transformational change in Halifax town centre gathers pace.
- 6.28 Directing the Transport Fund investment into Halifax town centre is expected to address many of these residual accessibility constraints that serve to restrict growth in Halifax and the wider Calderdale/Kirklees area, supporting and expanding the growth aspirations included within the Delivery Plan. Figure 1.5 illustrates the catalytic effect of such investment in a CMBC and LCR context.



Figure 1.5 – CMBC / LCR Catalytic Effect of Investment

- 6.29 Since the development of the Delivery Plan, CMBC has commissioned further work including a Car Parking Strategy (completed November 2015) and Bus Accessibility Study (completed July 2015) to provide a robust evidence base from which the precise scope of future interventions within the town centre can be defined.
- 6.30 Work is also ongoing on a series of wider initiatives that will support and complement the work the Delivery Plan has sought to take forward. These initiatives are as follows:
- District Heat Network – these are systems that provide cheaper, cleaner heat (hot water and space heating) to multiple buildings. CMBC is currently exploring deploying District Heating in Halifax town centre with support from the Heat Network Development Unit within the Department of Business, Energy and Industrial Strategy. The project seeks to align with the highway changes proposed by this scheme as well as the construction of new buildings in Halifax to reduce disruption, avoid impacting upon newly installed infrastructure and to seek financial savings through programme alignment. District Heat deployment would deliver significant environmental improvements for Halifax by reducing the town’s CO2 emissions.
 - “Superfast West Yorkshire” high speed fibre broadband (Phases 1 and 2) – these two phases of the project are delivering superfast fibre broadband to tens of thousands of households and businesses across West Yorkshire and York. The project extends coverage to areas that are not commercially viable and will look for opportunities to align this project with highway changes and new developments as

they come forward to reduce disruption, avoid impacting upon newly installed infrastructure and to seek financial savings through programme alignment.

- Following a successful ballot in October 2016, Halifax town centre has had an operational Business Improvement District (BID) since April 2017. This will have a 5 year term to deliver additional services to the town centre in line with the BID business plan. It is funded by businesses paying an additional 1.75% levy based on their rateable value. The BID gives business in the town centre a voice and allows them to work with the local authority to improve trading conditions in Halifax town centre. The board of Halifax Business Improvement District have been consulted and are supportive of the scheme to improve access to the town.
- Cultural Destinations II is a consortium-led project, funded by Arts Council England. Through this project, major arts, culture and heritage organisations in Calderdale, and particularly Halifax, work in partnership with the Council's Tourism Team and relevant businesses to support growth of the local visitor economy through cultural tourism. The partnership welcomes the developments to the transport network in Halifax, which offer an improved visitor welcome and better accessibility to and around cultural venues.

6.31 This context illustrates that Halifax town centre will continue to be the focus of growth within Calderdale in the future. However, realisation of this growth is dependent on targeted investment in transport interventions using a holistic approach that considers strategic accessibility of the town centre as a whole. The resulting regeneration that such investment seeks to catalyse will ensure that Halifax remains competitive and will allow future growth arising from changes in housing across the Borough to be facilitated. It will also support and strengthen the Council's wider economic ambitions for the wider Borough (with respect to Elland, Brighouse, M62 Zone, Upper Valley and North Halifax).

7 POLICY ALIGNMENT

7.1 The preceding section sets out the context for the scheme in terms of the current economic and development situation in Halifax, as well as the future needs set out in the emerging Local Plan and the Town Centre Delivery Plan. The Delivery Plan itself identifies a durable 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. It makes clear how transport investment is fundamental to realising and accelerating future growth.

7.2 Table 1.1 provides a summary of the relevant national, regional and city regional policies considered applicable to the scheme, with further detail of each policy lever provided later within this section.

Table 1.1 – Summary of National, Regional and City Regional Policy Fit

Document		Summary of Fit
1.	Local Growth White Paper	The scheme seeks to deliver the economic growth aspirations by supporting business investment and promoting economic development.
2.	National Planning Policy Framework	The scheme seeks to address barriers to development, promote the town centre environment and encourage sustainable transport through high quality design and conservation of Halifax's historic assets.
3.	Northern Powerhouse: One Agenda, One Economy, One North	The strategy is about using transport to aid change in future patterns of land use and economic growth, with the goal of creating a single economy in the North. The scheme will contribute to this ambition in a local sense by providing Halifax with greater accessibility of the wider Northern economy whilst fostering specialisms within the local economy including financial services, advanced manufacturing, tourism and creative/digital industries.
4.	No Stone Unturned / Investing in Britain's Future	Together these documents introduced the requirement for LEPs to produce SEPs to drive economic growth at local level. The scheme is consistent with the approach being delivered through the WY+TF created as part of the LCR SEP, and will contribute to achieving sustainable economic growth through prioritised investment to upgrade CMBC/LCR transport infrastructure
5.	Leeds City Region City Deal	The City Deal sets out the funding parameters and processes (including assurance framework, performance metrics) which the scheme seeks to adhere to and contribute to.
6.	Leeds City Region Strategic Economic Plan	Halifax is identified within the SEP as a strategic growth centre. The scheme is aligned with SEP Priority 1 of "Unlocking Growth Potential of Businesses" and Priority 4 of "Creating the Environment for Growth".
7.	West Yorkshire Local Transport Plan 3 (LTP3)	The scheme would contribute to achieving all three of the LTP3 objectives by reducing congestion, removing constraints on development, reducing emissions and delivering a positive impact on quality of life for

Document		Summary of Fit
		those visiting and travelling through Halifax town centre.
8.	LCR Single Transport Plan (STP)	In developing the scheme, the core principles of the STP have been kept in mind with particular focus on place-making and developing convenient transport connections to the LCR's HS2 hubs.

7.3 Local Growth White Paper: Realising Every Place's Potential

7.3.1 The White Paper, published in 2010, sets out the Government's role in supporting locally driven growth, encouraging business investment and promoting economic development. As such, it sets out the Government's commitment to:

- Shift power to local communities and business, enabling places to tailor their approach to local circumstances;
- Promote efficient and dynamic markets, in particular in the supply of land, and provide real and significant incentives for places that go for growth;
- Support investment in places and people to tackle the barriers to growth.

7.3.2 The White Paper provides the context for Local Growth Deals which are partnerships between the Government and Local Enterprise Partnerships (LEPs), where the Government responds to the offers made by each LEP in pursuit of the shared objective of growth in order to allocate Local Growth Fund (LGF) resources. The Government and each of the LEPs have now negotiated Growth Deals on the basis of individual SEPs.

7.3.3 The scheme seeks to deliver the economic growth aspirations by supporting business investment and promoting economic development through the WY+TF, a specific multi-year flexible fund identified in the LCR SEP that allows the WYCA to oversee significant investments in inter-city and intra-city connectivity schemes.

7.4 National Planning Policy Framework

7.4.1 The National Planning Policy Framework (NPPF) was published by the Department for Communities and Local Government (DCLG) in 2012. It sets out national planning policy for England, superseding the Planning Policy Guidance (PPG) and Planning Policy Statement (PPS) notes.

7.4.2 NPPF states that the purpose of the planning system is to contribute to achieving sustainable development. In effect, this means planning is required to perform the following three specific roles:

- An economic role, contributing to building a strong, responsive and competitive economy;
- A social role, supporting strong, vibrant and healthy communities;
- An environmental role, protecting and enhancing the natural, built and historic environment.

7.4.3 The NPPF sets out a presumption in favour of sustainable development. This effectively means that development proposals that accord with the development plan should be approved without delay. The NPPF sets out twelve core land-use planning principles that should be taken into account when making planning decisions, including:

“planning should... actively manage patterns of growth to make fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable”.

7.4.4 The NPPF makes particular reference to the following which are of relevance to the scheme proposals:

- Planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing;
- Planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period;
- Local planning authorities should ... support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport;
- It is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes;
- Local planning authorities should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats.

7.4 Northern Powerhouse: One Agenda, One Economy, One North

7.4.1 The Northern Powerhouse vision sets out a transport strategy that will maximise the economic potential of the North, securing inward investment and capitalising upon the unique strengths each of the northern cities is able to offer. Bringing together central and local government, national transport agencies and LEPs, the vision identifies the need for connectivity within and between the Northern City Regions to be transformed, improving journey times, capacity and resilience; enabling the North to achieve the critical mass needed for it to compete globally.

7.4.2 By improving access to labour and markets, the Northern Powerhouse concept fosters specialisms within the local economy. This will benefit areas such as Calderdale, where

strengths in financial services, advanced manufacturing, tourism and creative/digital industries offer significant potential for economic growth.

- 7.4.3 Improved access to the strategic road and rail networks are essential to securing this vision, given the onward connectivity such networks provide to other parts of the Leeds City Region and neighbouring economic centres. Given the role the A629 (southern section) and Halifax town centre provides in connecting Halifax with the M62 and the Calder Valley rail line (subject of a further WY+TF scheme) via improved multi-modal accessibility, the prioritisation of WY+TF investment in the full corridor package may be considered an essential component for achieving this vision.

7.5 No Stone Unturned and Investing in Britain's Future

- 7.5.1 It is important to recognise the source of funding and associated objectives. The growth deals evolved from Lord Heseltine's blueprint for the UK's future economic prosperity and subsequent Government response, "Investing in Britain's Future – a strategic, long term infrastructural investment plan".
- 7.5.2 This latter document introduced the regional Strategic Economic Plans and highlighted that the LEPs with the strongest Strategic Economic Plans that demonstrate their ability to deliver growth will gain the greatest share of the (Growth Deal) funding available. As such, it is imperative that each investment decision delivers the optimum return by targeting local, regional and nationally aligned objectives.
- 7.5.3 The Government presents Growth Deals as a revolutionary way in which to run the economy as housing, infrastructure and other funding requirements are brought together in a single pot and allocated via differing levels of devolved powers. Within West Yorkshire, whilst the WY+TF is administered separately to other Growth Deal funding on skills and infrastructure delivery, the Fund remains a cornerstone of the LCR's Growth Deal objectives, which collectively seek to ensure common economic ambitions are met.

7.6 LCR City Deal

- 7.6.1 In response to the LCR securing a City Deal (2012) and subsequent combined authority status (2014), a commitment to developing a Single Appraisal Framework (SAF) was approved by HM Treasury and DfT, enabling devolved investment decisions to be made. Since becoming fully operational in April 2015, the SAF enables the LEP and WYCA effective governance of funding being made available by Central Government. The SAF is based on Green Book and WebTAG principles, proportionally applied according to the nature and complexity of the scheme being assessed.
- 7.6.2 Alongside other schemes prioritised for delivery through the WY+TF, the A629 corridor package (including the town centre scheme) is required to contribute to the following funding objectives:
- Primary objective: to maximise the increase in employment and productivity growth across West Yorkshire (irrespective of boundaries) through the delivery of transport schemes;

- Secondary objectives: to improve the ability of people in every West Yorkshire district and York to access jobs, with a particular focus on those living in the most deprived communities, and to achieve a carbon neutral impact at the package level.

7.6.3 The initial prioritisation of schemes was undertaken using a methodology set out in the SAF that calibrates the UDM with employment forecasts predicted by the REM. This enables the WYCA to assess effectively each scheme against the primary objective of increasing GVA and also the secondary accessibility criteria.

7.6.4 Since this initial prioritisation process provides the justification for funding the A629 corridor package under the WY+TF, interrogation of scheme benefits through the UDM is necessary to demonstrate the scheme's continued ability to positively impact upon:

- Travel patterns, volumes and mode shares;
- Changes in land-use (housing units and employment premises);
- Changes in households, population and the workforce;
- Changes in employment (jobs filled) and the unemployment rates;
- Changes in CO₂ emissions from transport activity;
- Time saving benefits and wider economic impacts on productivity and agglomeration.

7.7 LCR SEP

7.7.1 The SEP is the LCR Local Enterprise Partnership's long term vision for the City Region economy. It is designed to provide the foundations for growth, aligning plans with those of public and private sector partners and with government for maximum impact. It demonstrates the opportunities for investment in the City Region and highlights the significant gains that can be made by all who co-invest in the LCR.

7.7.2 The vision of the SEP is to unlock the potential of the City Region, developing an economic powerhouse that will create jobs and prosperity. As such, the SEP is founded on four strategic pillars, which respond to the key economic challenges and opportunities that have been identified:

- Supporting growing businesses;
- Developing a skilled and flexible workforce;
- Building a resource smart City Region;
- Delivering the infrastructure for growth.

7.7.3 Delivering better connectivity is a lynchpin of the SEP as it is recognised that although the LCR transport network supports a high volume of passenger and freight movement, it is not keeping up with the pace of growth in our economy and our workforce. Therefore, the transport network is constraining growth opportunities, reducing economic output and holding back the latent potential of a northern economic powerhouse.

7.7.4 Halifax is identified within the SEP as a strategic growth centre and its role is underlined by the inclusion of a number of schemes within the WY+TF (which is a core element of the SEP). Furthermore, the demolition and site clearance of the Northgate House site as a specific early win scheme within the SEP, in order to render its development commercially viable, emphasises the importance attributed to Halifax as a key economic centre.

7.7.5 The Town Centre Delivery Plan projects, which include this scheme, 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.

7.7.6 The scheme will also seek to complement and integrate with other West Yorkshire wide WY+TF schemes that are currently being developed including the Highways Efficiency Bus Package and Urban Traffic Management and Control projects as these come forward.

7.8 West Yorkshire LTP3

7.8.1 The West Yorkshire LTP3 is the statutory transport policy plan for the West Yorkshire area and sets out the overall vision and objectives for the period 2011-2026. Entitled “MyJourney”, LTP3 sets out a strategy for improving local bus, road, rail, walking and cycling networks for the 15 years up to 2026. The vision is to deliver a people-focused, low-carbon transport system that supports economic activity and growth and enhances people’s quality of life, and has been designed to put the needs of all transport users at its heart. Moreover this vision is underpinned by the following three guiding principles:

- Economy – To improve connectivity to support economic activity and growth in West Yorkshire and the LCR;
- Low Carbon – To make substantial progress towards a low carbon, sustainable transport system for West Yorkshire, while recognising transport’s contribution to national carbon reduction plans;
- Quality of Life – To enhance the quality of life for people living in, working in and visiting West Yorkshire.

7.8.2 LTP3 sets out to tackle congestion and a lack of transport investment, which are considered key contributory factors to lower than average economic performance in West Yorkshire. It also aims to prepare for the predicted, post-recession growth in employment, population and housing and their impact on the reliability of the transport network.

7.8.3 The scheme would contribute to achieving all three of the above objectives. Firstly, congestion levels will be improved and constraints on development will be removed by the measures proposed. Improving congestion levels will assist in reducing carbon emissions and enhanced waiting and interchange facilities will improve passenger experiences for bus and rail passengers which may encourage further modal shift from car to bus. Overall the scheme should have a positive impact on quality of life for those visiting and travelling through Halifax town centre.

7.8.4 LTP3 also outlines several key issues which the scheme would address. These are:

- *West Yorkshire's economic performance is 10% below the national average, ranging from 24% below in Bradford to 12% above in Leeds, with Calderdale 12% below.* Transport is seen as providing a vital role in supporting economic growth. By improving connections to Halifax from the wider LCR and the North, the economic performance of West Yorkshire will be improved;
- *Lack of interchange between bus services and different transport modes.* The proposed scheme will improve the efficiency of how both on and off-street bus facilities are used and will provide greater integration of bus and rail services within the centre of Halifax;
- *Few cycling and walking trips.* The scheme improves walking and cycling facilities to and within Halifax town centre, helping to overcome existing severance issues;
- *Road casualty rates are too high.* Improvements to the junctions surrounding the town centre will improve pedestrian desire lines and create safer pedestrian crossing facilities helping to reduce casualty rates.

7.9 LCR Single Transport Plan

7.9.1 The Single Transport Plan is intended to cover the 20 year period from 2016 to 2036. Work to develop the Plan has been progressed through workshops held with the Transport Committee and Portfolio Holders, and has been informed by complementary work to develop the HS2 Connectivity Strategy and the Transport for the North (TfN) proposition. Intended as a replacement to LTP3 and supporting implementation of the SEP, five emerging core principles and a cross-cutting low carbon theme have been developed to provide shape and direction for the Plan:

1. *One system, HS2/HS3 ready* – a core ambition being a 'metro-style' public transport network that integrates all modes, into one system that is easily understood, easy to access by a range of options and offers quick, convenient connections within the City Region. Notably, this includes expectations for journey times, frequency, capacity

and quality of the network on key corridors, with improved public transport network reducing pressure on roads and facilitating the efficient movement of freight.

2. *Place making* – involving ambitions to realise more attractive places in which to live, work and invest, through an emphasis on encouraging more walking and cycling, improving road safety and air quality, and aligning investment in transport, public realm and regeneration.
3. *Smart futures* – involving ambitions to exploit technology to improve the customer experience and to assist effective management of the transport system.
4. *Inclusion* – involving ambitions to offer a high level of access by public transport, enabling people to access education, employment and training.
5. *Effective asset management* – involving ambitions to manage the transport system in a way that offers maximum value for money and meets the needs of users.

7.9.2 In developing the proposals these core principles have been kept in mind with particular focus on place-making and developing convenient transport connections to ensure that the LCR is HS2/HS3 ready. Halifax has been identified as a District Hub in the high speed rail connectivity work for the LCR with a desired journey time of 30 minutes between Halifax and the HS2 hub station in Leeds.

7.9.3 Designation of Halifax as a District Hub status reinforces the needs for local accessibility improvements to ensure reliable and fast journeys can be made to Leeds and onwards via HS2 from homes across the District. As such, this implies the need for improvements in Halifax (particularly for sustainable modes) to ensure quick, convenient and attractive access to the rail station as part of this wider vision.

7.9.4 A District Hub as envisaged within the outline STP will also be one which is intended to act as a true gateway to the town that it serves, and a separate allocation has been made within the WY+TF for a series of gateway improvements to key rail stations across West Yorkshire. Halifax rail station is identified within this separate package of works, and early stage feasibility work is ongoing to ascertain what particular improvements would be needed to support growth at the rail station as well as the role of the rail station in bringing forward development in its immediate environs. Further detail on the Halifax Station Gateway scheme and its interrelationship with this scheme is outlined in Sections 8.3.

8 EXISTING PROBLEMS & ISSUES

8.1 Spatial Analysis

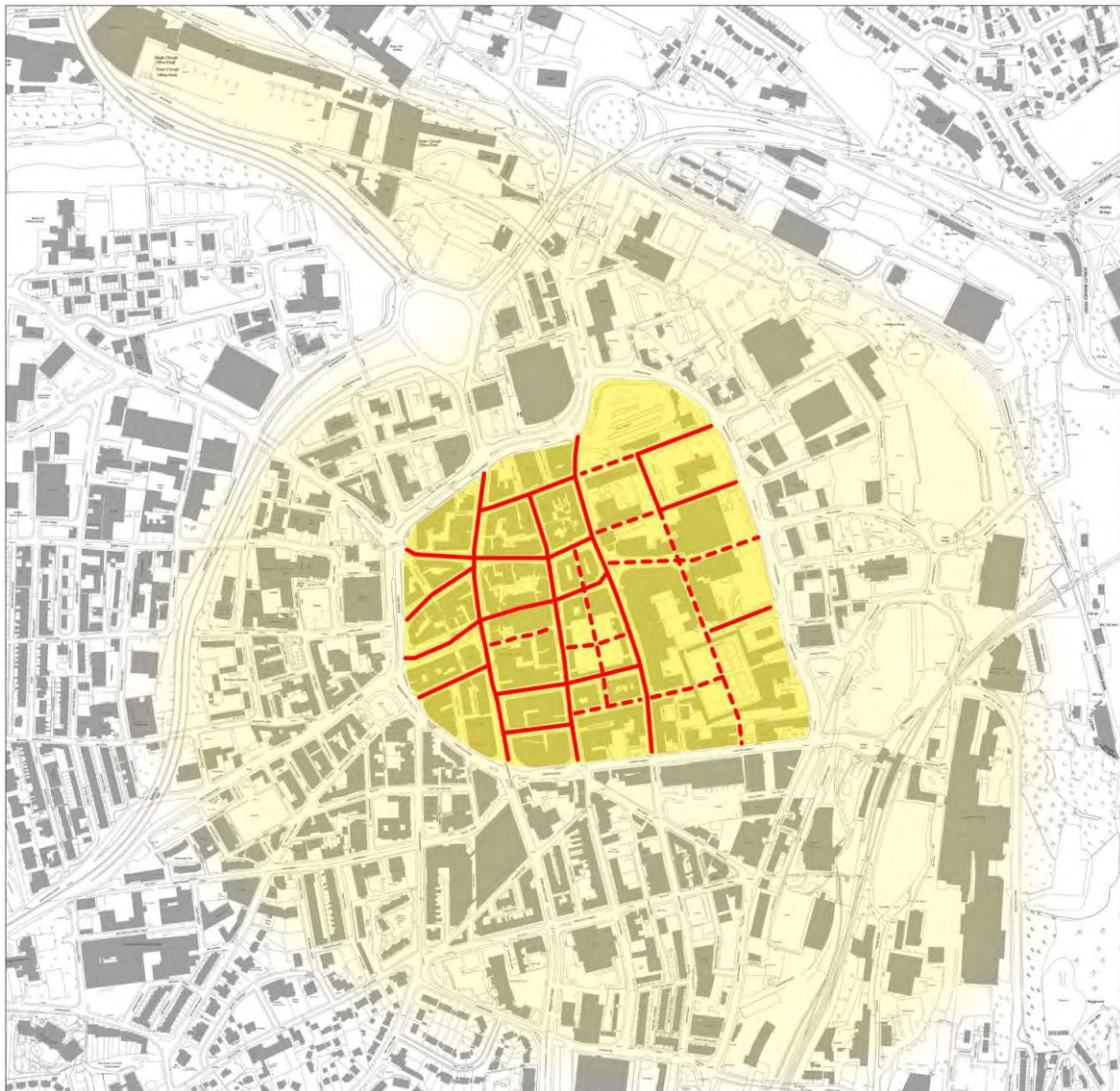
8.1.1 The Town Centre Delivery Plan included an analysis of the current spatial characteristics of Halifax, concluding that the historic urban structure of the town centre remains broadly intact, retaining many Victorian buildings and some significant earlier buildings including the Piece Hall and Square Chapel.

8.1.2 The legible pattern of largely pedestrian friendly streets which form the town centre core around Borough Market is bounded by a series of roads. These roads are designed

predominantly for vehicle movement and create barriers to pedestrian movement from the centre to the surrounding areas with a fragmented arc of development to the north and east to the town centre core.

- 8.1.3 This is illustrated in Figure 1.6, with the red lines showing key thoroughfares and the darker shading illustrating the current extent of the town centre, severed from more peripheral developments in the lighter shading by highway routes to the west and the east.

Figure 1.6 – Existing Spatial Analysis



8.2 Economic Analysis

- 8.2.1 The Department for Transport's Engine for Growth (2013) states that *"transport is an engine for growth and essential for everything we do"*. Evidence shows that investing in infrastructure is important for growth and building better transport links has a stronger positive effect on GDP per capita than other forms of investment. As identified previously, to ensure that Calderdale can reap the economic benefits from increased future growth, fast, convenient and reliable transport links are crucial.

- 8.2.2 Halifax town centre is a key location for future employment growth in Calderdale and the plans for housing growth across the District mean that there is likely to be increasing travel demand to the centre. The current spatial form of the town centre is, however, having a detrimental impact on businesses and will also constrain its future expansion and growth.
- 8.2.3 The Delivery Plan identified that an improved transport and public realm network can improve visibility, accessibility and identity throughout the town and can frame a series of development opportunities, serving as a catalyst to their development by coordinating their impacts and delivery timeframes.
- 8.2.4 Furthermore, clear evidence exists to suggest investment in public realm (better streets and places) has a positive impact on retail footfall, turnover, property values and rental yields, particularly for well-designed projects. For example, improvements to public spaces can improve retail sales by as much as 30% and retail footfall by 10 – 25%. Local experience of public realm improvements in Hebden Bridge from CMBC has seen a much larger increase in footfall of 100% on the upgraded streets and 25% for the town as a whole.
- 8.2.5 The impact on rental values can also be significant with rises in commercial and retail rents of as much as 24% and 22% respectively. Improving rental values within Halifax town centre is a key priority as commercial and retail developments are currently unviable/marginal based on current values, making developers reluctant to bring forward schemes.
- 8.2.6 The provision of suitable access to key sites identified in the Delivery Plan has been a key consideration in the design of future interventions so that as these sites come forward they fit seamlessly within the context of the overall Delivery Plan, even if the details of development proposals are still unknown. The scheme will reinforce the sustainability of planned investment at Dean Clough by better connecting it with the town centre core whilst encouraging employees to capitalise on the wider town centre offer. The scheme will also assist with securing the long term future of existing businesses such as Lloyds Banking Group and Nestle, whilst allowing prospective investors to have greater confidence in bringing forward new sites.
- 8.2.7 Table 1.2 includes a summary of the more specific status of, and the issues relating to, the key sites for development that have been identified in the Delivery Plan. The numbers in the table refer to the site locations shown on Figure 1.4.

Table 1.2 – Delivery Plan Sites

Reference/Site		Summary of Status and Issues
1.	Piece Hall	The Piece Hall is a unique Grade I Listed building in the centre of Halifax, dating from 1779. Piece Hall re-opened on Yorkshire Day 1 st August 2017 and has been transformed into a major visitor attractor/destination, having a large transformational impact on the visitor economy and providing a number of new business units supporting job growth within the town centre. In the first month alone the Piece Hall has attracted some 260,000 visitors, driving footfall in the

Reference/Site		Summary of Status and Issues
		wider Halifax town centre.
3.	Swimming Pool and Leisure Centre	CMBC believes that there is value in considering the sale of the Halifax Swimming Pool site and building a combined swimming pool/sports hall facility on the existing Northbridge site 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.
6.	Northgate House and Surroundings	Northgate House has become surplus to requirements and plans are already in motion to vacate and clear the site by the end of 2017 ready for redevelopment. The site comprises one of a select group of strategically important sites identified in the LCR SEP where LGF expenditure is being directed to address market failure. There is also scope to incorporate adjacent land (most notably the bus station) to create a further development opportunity of 4,645sqm, which is likely to be most suited for retail to address the deficiencies in the range and quality of the comparison goods sector in Halifax town centre.
7.	Cripplegate	This site is on the periphery of the town centre and offers potential for businesses up to 2,410 sqm that rely on passing vehicular traffic. In addition there may be demand for small forms of convenience retail and in particular budget retailers. The two land owners of the site (CMBC and Birch Sites) are to form a Joint Venture that will oversee the assembly of the site so that it can be put to the market. However, currently accessibility constraints are undermining its viability for a range uses as identified within the Delivery Plan.
19.	Cow Green	The cleared site of a former multi-storey car park which was demolished following structural concerns. The site is currently being utilised as a temporary surface car park until a longer term use for it can be established.
20.	Royal London Site, Horton Street	Outline planning permission for a 10,637sqm retail based scheme has been granted for the site but the development has not been taken forward. A planning application to renew the permission is currently being prepared although the landowner has indicated that the current proposition is not commercially viable and alternative uses are being considered.
21.	Eureka!	Eureka! is updating its estate masterplan to take forward development opportunities in this area of

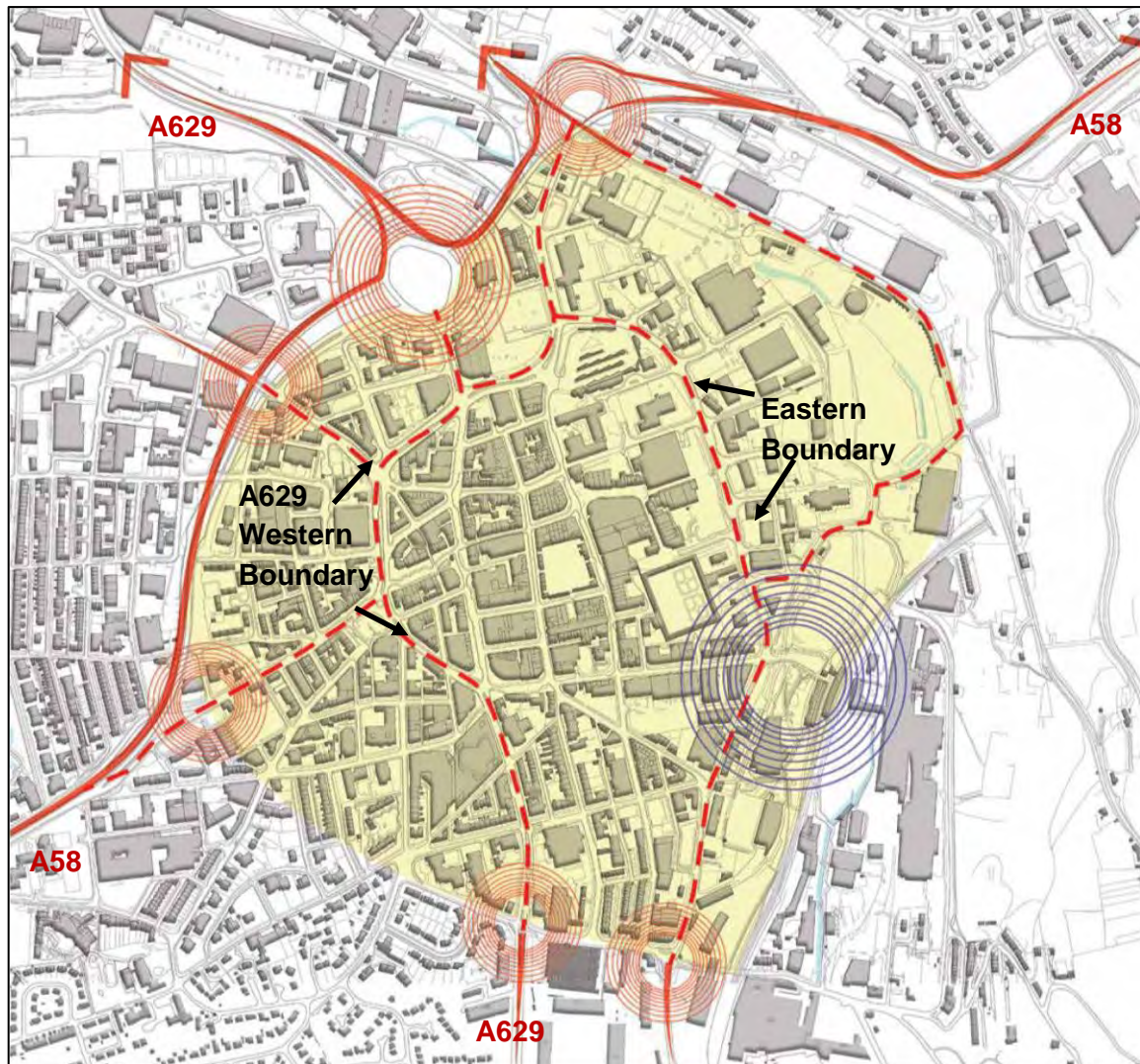
Reference/Site		Summary of Status and Issues
		Halifax. This includes proposals for mixed residential and office quarter to the north of the station, refurbished Great Northern Shed and provision of a multi storey car park. Overall the museum is seeking to increase visitor numbers, increase the duration visitors stay within the estate and Halifax itself (capitalising on the combined visitor offer that will come about with the opening of the Piece Hall), develop their visitor offer for a wider age group up to 14 year olds and identify revenue streams from complementary uses.
29.	Bailey Hall (Nestle)	A potential development site which owners Nestle are keen to bring to market as it is unsuitable for food production. Nestle intend to relocate their existing security gates and offices further towards the south of the site, which would release Bailey Hall from the Nestle footprint. Overcoming the Water Lane access issues due to height restricted bridges would further assist with this by relocating servicing away from Bailey Hall.

8.6 Connectivity

- 8.6.1 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.
- 8.6.2 The A629 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 routes are illustrated in Figure 1.7.
- 8.6.3 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. These high volumes of traffic also cause increased levels of severance for pedestrians wishing to access the town centre, particularly from the west.
- 8.6.4 The multi-junction orbital road network also constrains through traffic movements around the town centre and creates traffic congestion particularly in the peak periods, which is stifling the economic growth potential of the town centre and the wider District. The level of

congestion results in delay to road users (particularly an issue for commercial vehicles travelling to/from the M62) which has an impact on local economy and causes pollution. Ease of access for through traffic is a particular concern for Halifax as the topography of the District means the network is focused on Halifax with a lack of alternative route choices. This is likely to be exacerbated in the future if growth ambitions (as specified in the emerging Local Plan) are realised in the Upper Calder Valley. This further emphasises a need for a balance between through movements and terminating traffic.

Figure 1.7 – Key Town Centre Routes and Gateways

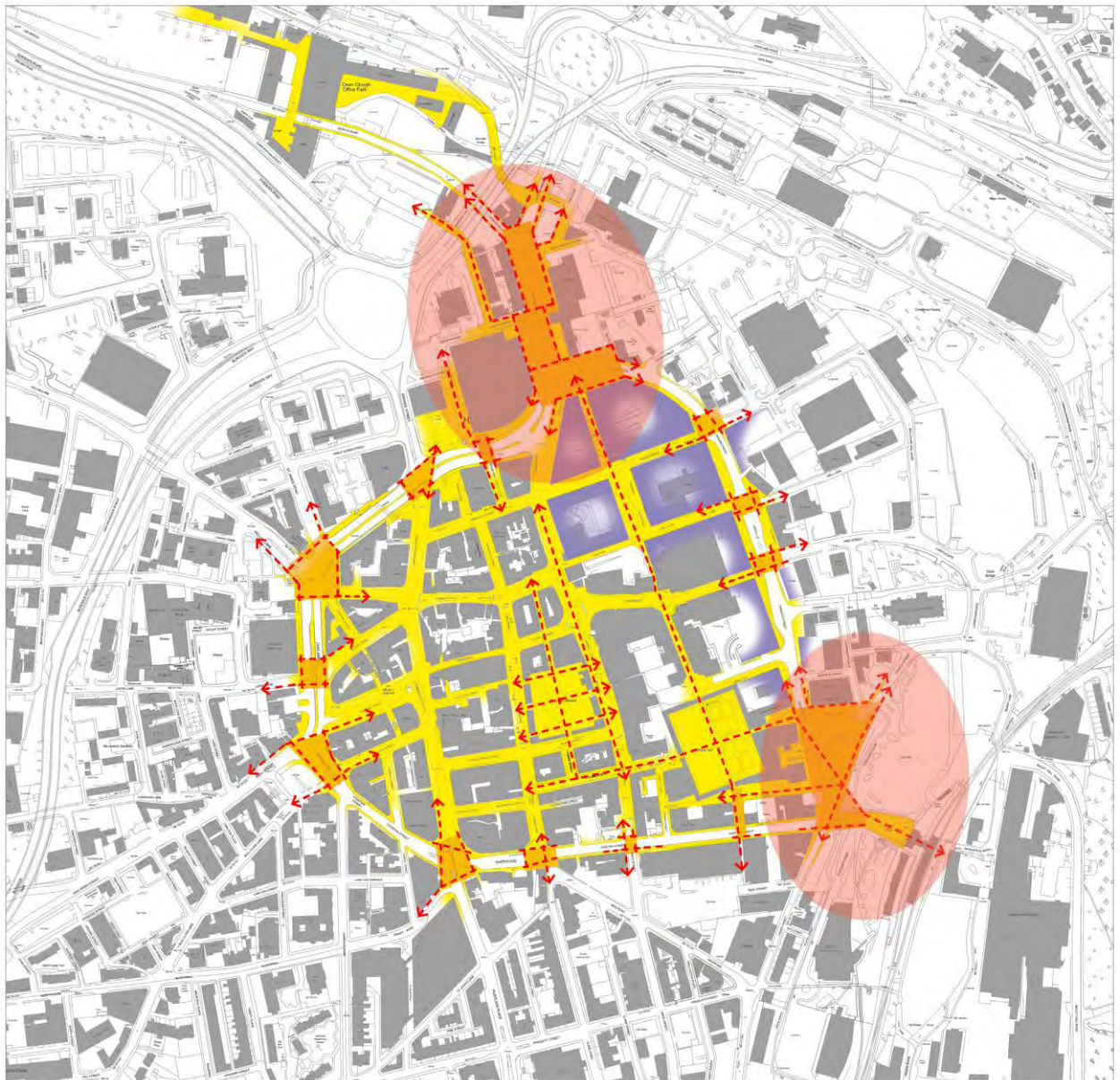


- 8.6.5 Together the A629, Horton Street, Square Road, Charles Street, Smithy Street, Winding Road, Northgate and Broad Street act as an entry point for routes into the town centre. The junctions of radial roads and the western and eastern routes are vital for orientation and, at some of these points, gateways, landmarks and other features make them memorable places. For example, the junction of Commercial Street and Fountain Street is enhanced by attractive corner buildings, such as the Civic Theatre, which define and enclose the space.
- 8.6.6 However, other junctions are dominated by traffic, lack a sense of enclosure and/or a human scale and, therefore, represent poor quality gateways. For example, the junctions of Bull Green and Barum Top (Photograph 1.1), Cow Green and Broad Street, Broad Street and Northgate, and Northgate and Dean Clough (Photograph 1.2) are dominated by

vehicular traffic at the expense of pedestrians and cyclists. These junctions lack a sense of place and pedestrian connections between key attractors that lie beyond this boundary (including Dean Clough, Square Chapel, Piece Hall and the rail station) are poor.

8.6.7 Figure 1.8 illustrates the main pedestrian desire lines and routes across the town centre, as well as the key links and nodes within the existing network. The orange blocks show where pedestrian movements cross the peripheral highway links, with crossing routes often taking a less than direct route. Pedestrian crossing opportunities at junctions are often only at traffic signal junctions, and are characterised by the use of guardrail (Photograph 1.3), adding to the feeling of severance. The pink areas represent locations where recent and planned development will only serve to increase conflicts unless action is taken. Whilst not as immediate an issue, the use of guardrail and the highway layout of the A629 to the west of the town centre severs the current residential areas to the west, detracts from the townscape in this area (Photograph 1.4) and will act as a restraint on bringing forward development sites in the future.

Figure 1.8 – Town Centre Pedestrian Desire Lines, Links and Nodes



Photograph 1.1 – Bull Green Roundabout



Photograph 1.2 – Northgate/Dean Clough



Photograph 1.3 – Pedestrian Guardrail at Town Centre Junctions



Photograph 1.4 – Severance on A629 to West of Town Centre



- 8.6.8 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 bus traffic, compared to Corn Market.
- 8.6.9 The pedestrian environment is impacted upon by a lack of green space in the town centre, limited civic and other public open spaces and also limited public art or cultural references within the streetscape. This will be addressed in part through the opening of the redeveloped Piece Hall. The surrounding pedestrian network and the connectivity this provides, must be strengthened, in order to mark this as the principal civic space/node in the town, as identified in Figure 1.8.
- 8.6.10 Whilst the topography of Calderdale contributes to a lower percentage of journeys to work made by cycle than both the national and regional average, a lack of suitable cycle infrastructure is equally significant in deterring cycle-based trips.
- 8.6.11 There are no defined or advisory town centre cycle routes other than the Hebble Trail which runs parallel to the A629 and provides a traffic-free, hard paved route along the Calder and Hebble Canal from Jubilee Road to the southern edge of Halifax town centre, where it stops.
- 8.6.12 Additional cycle facilities on the A629 and within the town centre are therefore required to cater for movements not met by the Hebble Trail, including journeys at night and those to key attractors within the town centre.
- 8.6.13 Market Street is the principal north-south link for bus services within the town, serving Halifax bus station, which is located at Northgate at its northern end (Photograph 1.5). 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 and Rochdale, use the bus station.
- 8.6.14 There are currently around 70 bus departures per hour from Halifax bus station, with around 144 departures per hour from on-street facilities (approximately 70% of which do not serve the bus station at all). Of the 30 on-street bus stops provided in the town centre, 16 are available for boarding, the remainder being used for alighting only or layover.

Photograph 1.5 – Halifax Bus Station



8.6.15 A strategic review of Calderdale's bus network undertaken in 2013 highlighted the continuing decline in bus patronage as a result of slow end to end journey times and bus infrastructure deficiencies resulting in poor penetration of the town centre and reduced appeal of use. In order for this decline to be arrested, a step change in provision was highlighted as being necessary to reduce traffic levels and to accommodate the significant growth in trips envisaged on the back of the emerging Local Plan much of which is in areas of limited bus accessibility. If such changes do not take place development will not occur or will be constrained due to concerns over worsening congestion and lack of transport connectivity.

8.6.16 The Bus Accessibility Study 2015 subsequently undertaken by CMBC to inform the scope of required interventions in Halifax town centre identified the following issues that may discourage bus usage and penalise pedestrians:

- High number of bus routes operating on selected streets – a congested central area from a high number of buses and other traffic reduces journey time reliability and has discouraged commercial activity whilst causing severance to pedestrians. Union Street, and Market Street accommodate up to 100 buses per hour during the morning peak with a further 75 per hour using Commercial Street.
- Ill-suited distribution and concentration of bus stops in the town centre – several bus routes currently terminate on-street. These routes use on-street facilities to park

buses during the layover, causing air quality issues and using town centre space, which otherwise could be available for retail, improved pedestrian facilities or commercial activities. Bus stop facilities are also not located where new demand is likely to be generated as a result of the Delivery Plan projects, which is to the eastern side of the town centre core.

- Low usage of the bus station stands – as a result of the high number of buses stopping on street the bus station is currently underutilised. Several stands are either not used or are served by a negligible number of services each day. This is intended to reduce safety concerns for passengers having to cross multiple crossings. Stands D1 to E3 (five in total) are only used infrequently so the station has a lower number of vehicles per stand compared with other facilities in West Yorkshire. It has been acknowledged by the WYCA that the facilities the bus station offers are also not fit for purpose in the long term. For example, the travel office is small for the functions it needs to perform, the security office is small and not located in an optimum location, the disabled persons provisions could be improved and the operational design of the bus stands is no longer in accordance with WYCA best practice.
- Poor rail station accessibility – the emerging Local Plan includes significant development aspirations for North Halifax, increasing the need for better connectivity between North Halifax and Halifax rail station, providing access to employment and training opportunities across West Yorkshire and Greater Manchester. Halifax rail station has very limited direct bus access due to there being a weight restriction, limited turning space and lack of layover facilities on the station access bridge. In addition, many operators perceive rail as a competitor to the bus so are not incentivised to integrate the bus-rail offer. The vast majority of bus-rail users access the rail station on foot from other town centre stops.

8.6.17 Halifax rail station is located 600 metres from the bus station to the south east of the town centre, just beyond Church Street/Square Road at the bottom of Horton Street and adjacent to the Eureka! Museum for Children.

8.6.18 The station consists of a small modern station building located on the railway end of the station access bridge. The station comprises a travel centre, waiting area and a single retail outlet, leading to an island platform via a listed footbridge. 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 operated by Northern, and four services a day to London operated by Grand Central.

8.6.19 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, and office accommodation. Exiting the 1855 building trackside is the disused third platform of the railway station. There is also a disused subway linking the rail station with the Nestle complex to the east of the rail line. 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 and the railway.

8.6.20 The rail station is an important gateway into Halifax and is used by 1.9 million people each year (ORR, 2015/16 figures). Years of under investment in appropriate major works means that the current rail station and surrounding public realm infrastructure has been unable to keep pace with population and economic growth. This has resulted in the rail station failing to provide the sort of positive gateway to Halifax that is typically expected for a town of its size, as noted by Lloyds Banking Group.

8.6.21 The inability of the current environment and facilities to meet rail passenger needs is being further exacerbated by the rail station's geographic severance from the rest of the town centre, poor pedestrian links and a lack of bus-rail interchange opportunities.

8.6.22 The platforms and station buildings lack a sense of quality and also fail to create a positive first impression of the town (Photograph 1.6) and the first impressions on exiting the station are those of a car-dominated space (Photograph 1.7).

8.6.23 The gradient between the station and the town centre via Horton Street is relatively steep, and pedestrian routes from the station are uninviting due to traffic conflicts, a lack of wayfinding information and the steep incline.

Photograph 1.6 – Halifax Rail Station Buildings



8.6.24 CMBC is pursuing a further scheme through the WY+TF in addition to the A629 Halifax to Huddersfield Corridor Improvements – Halifax Station Gateway – to tackle some of these issues. Masterplanning work for this separate project was completed in 2016. CMBC has obtained further development funds and has commissioned a feasibility study and business case for Halifax station including the engineering feasibility and costs of:

- Reopening the third platform

- Reusing the 1855 building
- Removing the station access bridge
- Reopening Navigation Road tunnel

Photograph 1.7 – Halifax Rail Station Exit



8.6.25 Due consideration in the development of Halifax Station Gateway has been taken to ensure compatibility and tie-in between the various WY+TF proposals. To this end, the stationmasterplan has informed the scope of works to be delivered at and around the station by this scheme. Furthermore, any early deliverables have been carefully designed to ensure they are not abortive in relation to what may come forward through the subsequent Station Gateway proposals.

8.7 Public Health Issues

8.7.1 Over the last full five years (April 2010 to April 2015) there have been a total of 178 road accidents within the town centre. Of these there were no fatal accidents, 22 serious accidents and 156 slight accidents. Many of the accidents were the result of conflicts between cars/buses and cyclists and pedestrians in locations where the scheme seeks to improve conditions for these active modes. Others resulted from a lack of controls at the junctions. For example:

- Hunger Hill/Shay Syke – at this junction there have been five accidents in the last five years, all of which were classed as slight. Four of these accidents involved vehicles colliding in or on entry to the mini roundabout as a result of one or more vehicles failing to give way.
- Cow Green – along Cow Green there have been five accidents in the last five years. Two of the slight accidents involved pedestrians walking out into the path of oncoming vehicles partly due to poor visibility.
- Cow Green/Bull Green – four slight accidents occurred at or close to Bull Green Roundabout in the last five years. Two accidents involved collisions with pedestrians in the late evening period.

8.7.2 Further public health issues relate to air quality. South of Halifax town centre there is a designated Air Quality Management Area (AQMA) that covers the A629.

8.7.3 The levels of emissions have been attributed to:

- High volumes of traffic along the A629;
- A high degree of 'stop-start' vehicular movements;
- Particulates from large and slow moving vehicles accelerating up the steep gradients.

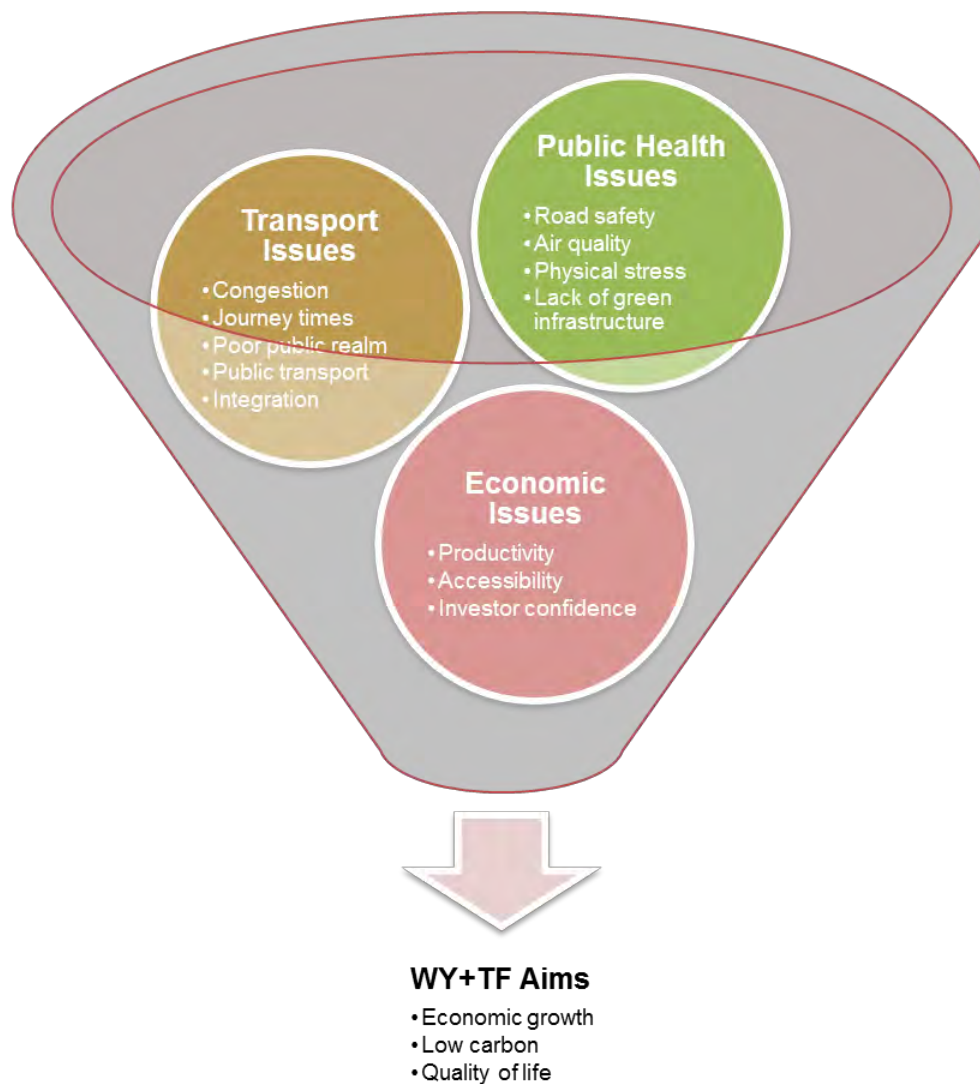
8.7.4 In addition, detailed assessments of air quality have been undertaken for the area around Bull Green roundabout due to standing traffic at peak times, the location of several public houses (at least one has an outside seating area) and residential properties close to the junction. The results of the detailed assessment showed exceedances of the annual mean objective but as there are no residential properties at ground or first floor level there is no relevant exposure requiring the declaration of an AQMA. However, air quality in this area is similarly poor to the area covered by the AQMA to the south of the town centre.

8.7.5 Air quality across the District is likely to deteriorate if sustainable travel modes are not made more appealing as the housing and employment growth forecasted to take place in accordance with the emerging Local Plan will generate additional person trips. This highlights a need to plan for active modes as well as the more efficient and managed movement of vehicles through the network to reduce air pollution and improve public health through greater physical activity.

8.8 **Summary of Problems and Issues**

A summary of the existing problems and issues that are relevant to this scheme is illustrated in Figure 1.9.

Figure 1.9 – Summary of Problems and Issues



9 SCHEME OBJECTIVES

- 9.1 This scheme is not a transport intervention for the sake of it – what the preceding context and analysis of problems and issues has shown the need for a scheme that addresses specific barriers to growth and supports the economic and housing regeneration of Halifax whilst contributing to the quality of life for those who live in, work in, and visit the town.
- 9.2 Therefore, the objectives for the scheme itself have been taken directly from the Town Centre Delivery Plan, given that it is the projects within that document that the scheme aims to support and enhance. A brief overview of how the scheme can contribute to each of the Delivery Plan objectives is given below. However, it should be mentioned that these objectives are aligned with the A629 corridor objectives although they have a wider focus as they were developed for the Delivery Plan as a whole and not just for the transport /connectivity aspects.

A Unlocking Sites to Attract Investment

Halifax's ongoing 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. Economic analysis has indicated that the viability for development of many building types, both private and public, is marginal at best. An improved transport and public realm network can improve visibility, accessibility and identity throughout the town. An enhanced transport network can improve access to specific development sites enhancing their viability and boosting investor confidence.

B Attracting People to Spend More Time in Halifax

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. The improvement of the public realm will encourage footfall into the town centre from its periphery (including Dean Clough, the Rail Station, and western edges) and within the town centre creating a virtuous circle whereby increased footfall encourages increased investment in town centre businesses and in turn increased footfall. The linking of key attractors (such as Eureka!, Piece Hall, Borough Market, retail core and Dean Clough) is also of importance via a legible walking environment.

C Providing Commercial Accommodation

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. In turn, developments will require frontage and access to the highway network to increase their commercial viability.

D 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 Borough Market and the Piece Hall. These assets need to be exploited through a combination of promotion and physical measures. The linking of the key attractors (such as Eureka!, Piece Hall, Borough Market, retail core and Dean Clough) via a legible walking environment is of particular importance.

E Broadening Halifax's Social and Cultural Offer

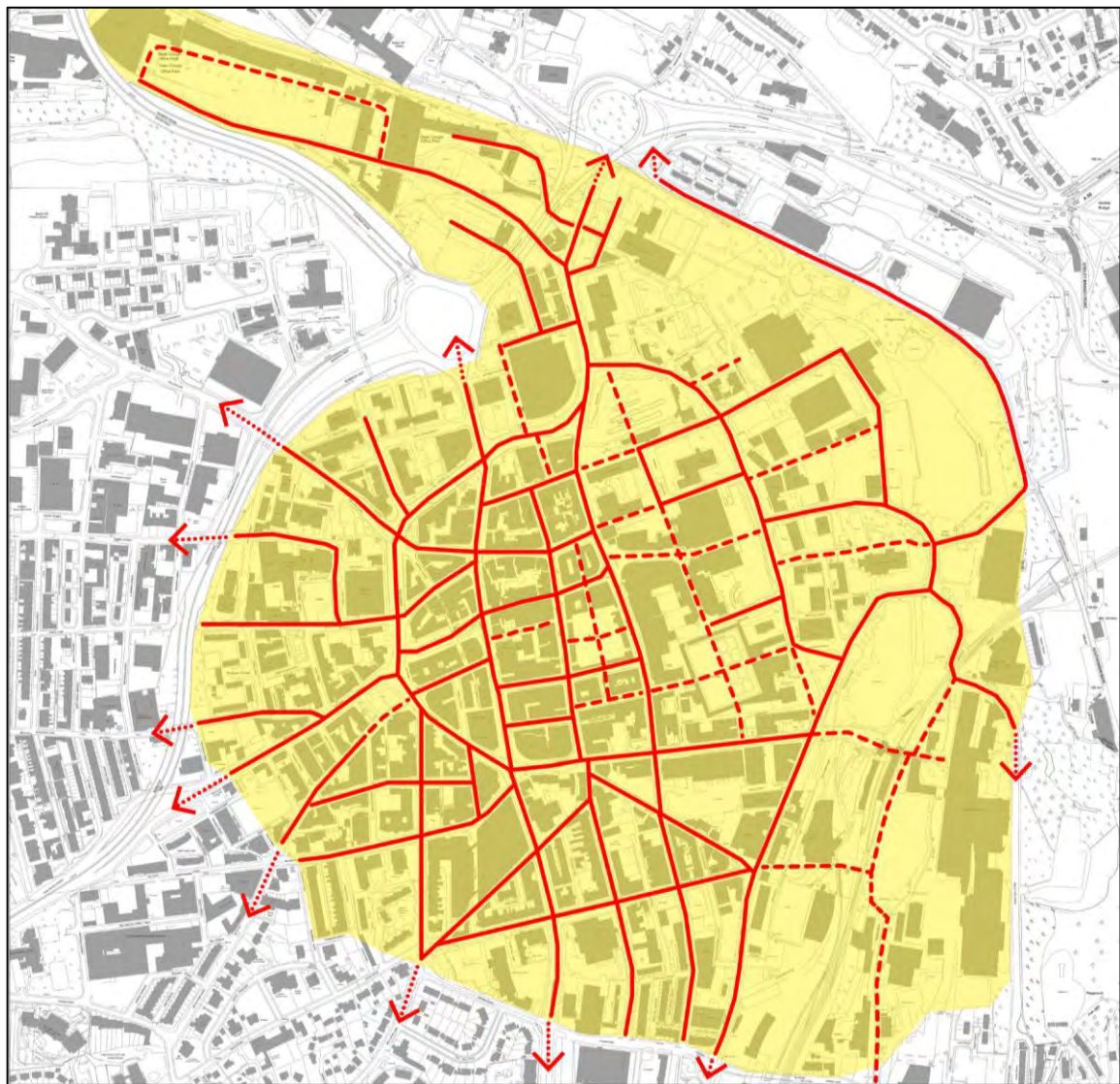
The town has a distinct cultural offer (Square Chapel, Orange Box, Piece Hall, Theatre Royal/Victoria Theatre, Dean Clough) and enhancement of this provision must take into account the need to offer a wide range of attractions and good connectivity from areas of demand at a time and with a quality that match the social and cultural offer.

F Providing Space to Support Skills and Education

The provision of high quality education can support and enhance the economic activity across the District. 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, but they need effective connectivity to their intended catchment areas.

- 9.3 However, the scheme should also look to support the spatial strategy that frames the Delivery Plan. Essentially, this strategy is to build upon the existing urban structure and connectivity in the existing town centre core and to expand this throughout the town centre seeking to improve connections to existing and future assets, as shown in Figure 1.11. With reference to Figure 1.6, Figure 1.11 shows the aim of replicating what works well in the current town centre area and recreating this over an expanded area, one which embeds Dean Clough, Eureka!, the rail station, the Cripplegate development site and areas to the west, firmly within the new town centre offer.

Figure 1.11 – Proposed Spatial Strategy



9.4 Measures for Success

9.4.1 The scheme will complement the identified Delivery Plan sites around the town centre, contributing to the Urban Dynamic Model forecast for the creation of over 1,740 jobs along the A629 corridor by 2026. The scheme will do this by supporting the general growth of the economy and traffic levels in the town centre and also by overcoming specific access and connectivity issues to unlock development sites. It will also reduce the severance impact of the existing road network within the town centre, provide journey time savings and a more controllable distribution of traffic flows between the different routes, re-enforced via a complementary signing strategy.

9.4.2 The scheme will also enhance pedestrian and cycle connectivity between the town centre and key attractors such as the rail station, Eureka!, the town centre and Dean Clough. Fundamentally it will allow a revised bus network to be implemented that covers more of the town centre's key attractors in terms of penetration and create gateways into the town at certain points.

9.4.3 The scheme objectives have been used to develop the “desired outputs, outcomes and impacts” for the scheme that include:

- Key development sites unlocked for development in the vicinity of the town centre, including the bus station, Cripplegate, and the industrial sites off Water Lane (including land at Nestle, Sedburgh Road, Water Lane and Siddal Road);
- An increase in footfall and time spent within the town centre core;
- An increase in the use of sustainable modes;
- Job creation from improved accessibility, reduced severance and unlocking of development sites;
- Increase in GVA;
- Increase in labour market catchment areas; and
- Increase in town centre visitor numbers and spend.

9.4.4 For each of these an indicator has been identified that allows the evaluation and success of the scheme to be assessed. Targets will be set as the scheme is developed further.

9.4.5 The scheme will be subject to a programme of before and after monitoring and evaluation which will demonstrate the extent to which scheme objectives were met, monitor performance of the scheme and ensure that any potential issues post implementation are identified and addressed. More details on each of these are included in the Management Case.

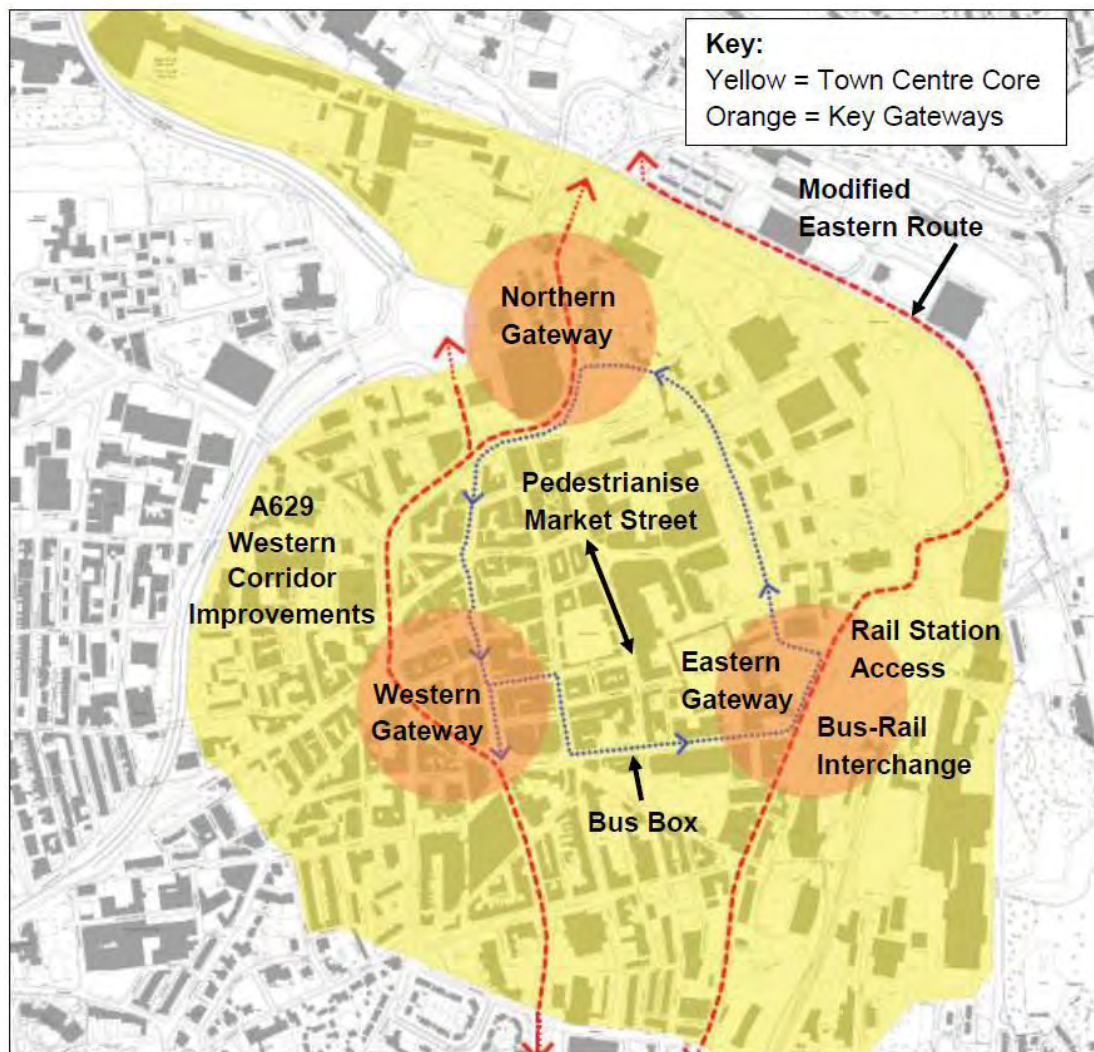
9.5 Scope

9.5.1 Figure 1.12 illustrates the outline of the scheme, which is intended 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 and improve pedestrian and cycle access to the rail station and between key employment and leisure sites;
- Improve setting of the rail station as the primary gateway 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 wayfinding around the key town centre attractors.

Figure 1.12 – Scheme Outline



9.5.2 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:

- **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 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 new public square.

- **Northern Gateway and Bus Interchange/Hubs:**

- Creation of a bus box around the town centre core facilitated by diversion of vehicular traffic onto the modified eastern route and the improvement of bus access to the eastern side of the town centre to serve development opportunities.
- Improvements to the bus station to enhance accessibility and public transport connectivity Enhancement to bus facilities around the town centre in conjunction with major improvements to public realm at the northern gateway and pedestrianisation of Market Street (as well as a small number of other links) facilitated by the highway and bus related improvements.

- **Southern/Western Gateways:**

- Changes to the A629 to the west of the town centre to reduce existing severance facilitated by diversion of vehicular traffic onto the modified eastern route.
- Enhancements to public realm at the west and southern gateways to the town centre to ensure consistency in relation the treatment of the gateways to the town centre.

9.5.3 The scheme tries to minimise third party land take, with the most substantial land requirement being the Hughes Corporation building on Church Street, which is currently offered for sale. Purchasing this land allows f the scheme to dovetail with the Piece Hall, Square Chapel and new Central Library works, with all the improvements brought together in the detailed design process in terms of materials (taking into consideration the Piece Hall Environs SPD May 2011) and access requirements (including disabled parking, Access Bus and servicing access) to provide an enhanced overall improvement that facilitates a new public square.

9.5.4 As the scheme involves significant changes to the town centre transport network in Halifax, implementation needs to be phased to allow the remainder of the network to operate

satisfactorily during the construction period. Objectives of reducing traffic flows and/or severance on some routes need to be balanced by providing sufficient capacity elsewhere on the network before this work is complete.

- 9.5.5 Phasing of scheme delivery also needs to be mindful of the development programme across the town centre so that those elements of the scheme that open up development sites are implemented in line with proposed development coming forward, or at a time most likely to increase a particular site's market potential and value.

10. THE SCHEME

- 10.1 Full details of the scheme can be found at Appendix A.

11. FINANCIAL IMPLICATIONS

- 11.1 The A629 phase 2 Halifax Town centre has a baseline indicative budget from the WY+TF of £40.9m. It is expected that the scheme will be fully funded from this baseline allocation, subject to the necessary approvals through the WYCA assurance process.
- 11.2 Preliminary design, transportation modelling and business case compilation were undertaken and in December 2015 an outline business case was submitted and approved by WYCA. As part of this, funds were approved to continue with detailed design and for the development of a full business case. Following this a further approval will be sought for construction and delivery costs.

12. OPTIONS

- 12.1 Connectivity and interaction between the different parts of the town centre and key development sites is critical to the development of Halifax as a coherent, connected and successfully functioning town centre
- 12.2 In addition to the preferred scheme set out above, two alternative schemes were also developed and the extent to which each met the overarching scheme objectives tested. The alternative options examined are described in the following sections along with the reasons for their acceptance or rejection. The options relate predominately to different highway solutions that are required to facilitate the wider elements of the scheme which in turn enable the unlocking of development land and improvements to bus and pedestrian accessibility to increase commercial viability and investment in the town centre.

12.3 Alternative Option 1: Eastern Bypass

- 12.3.1 This alternative was developed as a way to reduce through traffic movements within Halifax town centre through the provision of a new high capacity, Eastern Bypass link from Church Street to New Bank Interchange offering an alternative route to Square Road/Winding Road. This option would also unlock brownfield sites along the route, opening up the possibility for businesses to expand or move into the area.

- 12.3.2 The elements of Alternative Option 1 are as follows:

- Remodelling of Church Street to form new eastern bypass approach (including property demolition);

- Square Road remodelled to restrict vehicular access and upgrade of public realm to form a new square adjacent to the new library and the Piece Hall whilst maintaining disabled car parking/service access;
- New town centre eastern bypass comprising a dual carriageway orbital link through to New Bank interchange;
- New orbital link road signal junction at midpoint of eastern bypass to access development sites east of town centre;
- Upgraded junction on Charlestown Road to access Sainsbury's store;
- Improved geometry, increased lanes at New Bank interchange;
- Limited town centre bus accessibility and routeing improvements;
- Some bus-rail interchange at the station;
- Pedestrian crossing improvements at junctions on the A629 to the west of the town centre;
- Traffic signal upgrades and detection/management systems to help manage traffic on the A58 and A629 approaches.

12.3.4 After undertaking some high level analysis and testing, this alternative was rejected for the following reasons:

- The bypass element of the scheme will involve significant land take from a key development sites (Cripplegate), severing any remaining parcels for smaller scale development;
- The increase in traffic resulting from the bypass could increase the severance of the rail station and the Nestle site from the town centre and impact upon historic assets (Minister and Coal Drops);
- The provision of a new highway link is costly in comparison to the level of transport benefits it produces;
- An alternative eastern route already exists and could be better utilised through the introduction of lower cost interventions.

12.4 **Alternative Option 2: Western Bypass**

12.4.1 This alternative was developed as a means of moving traffic out of the town centre on the western side by downgrading the dual carriageway sections of the A629 between Bull Green Roundabout and the Broad Street/ Orange Street junction. Traffic would then be pushed towards the A58 with the creation of an all moves junction at King Cross Road/A58 junction. This would assist with reducing pedestrian severance and town centre accessibility from the north and west of Halifax.

12.4.2 The elements of Alternative Option 2 are as follows:

- Provision of an all moves junction at the King Cross Road/A58 junction;
- Downgrade of the dual carriageway sections of the A629 between Bull Green Roundabout and the Broad Street/Orange Street junction to one lane in each direction;
- Limited town centre bus accessibility and routeing improvements;
- Limited bus-rail interchange at the station;
- Pedestrian crossing improvements at junctions on the A629 to the west of the town centre; and
- Traffic signal upgrades and detection/management systems to help manage traffic on the A58 and A629 approaches.

12.4.3 This alternative was dismissed for the following reasons:

- It does not reduce through traffic along Square Road and Winding Road which constrains the town centre's growth to the east, and, as such it prevents the creation of a new public square and upgrade of public realm adjacent to Piece Hall, Square Chapel and the Central Library;
- As this alternative does not address the traffic conditions around the east side of the town centre it will limit the extension of the town centre to the east and hence the severance and site access issues that currently exist will remain;
- Whilst this alternative would result in substantial reductions in traffic volumes along the length of A629 around the western edge of the town centre, there is still a significant amount of through traffic within the town centre core.

12.4.4 Overall the alternative was identified as producing lower transport and economic benefits for a higher investment cost, in part due to the requirement for the provision of a complex all moves junction at the A58/King Cross Road. However, this alternative did highlight that any restrictions on the A629 would need to be carefully managed to ensure that the desired outcome of removing non-essential traffic could be achieved without adversely affecting accessibility to the town centre.

12.5 Appraisal of Alternatives

12.5.1 To confirm the preferred scheme, all three options were tested using Calderdale's strategic highway model (SATURN) to analyse the key network statistics and the options were examined against the scheme objectives set out previously. Table 1.3 includes a summary of the appraisal of alternatives.

- 12.5.2 Alternative Option 2 (Western Bypass) involves very little in the way of improvements to the eastern side of the town centre network, and so the existing issues with severance and constraints to growth in this area would remain even with this alternative scheme in place. Although the SATURN model shows similar level of highway benefits, the wider economic benefits for this alternative will be less than the preferred scheme.
- 12.5.3 Given the nature of the highway improvement within Alternative Option 1 (Eastern Bypass), the cost for this alternative is likely to be significantly higher than the preferred scheme, but, as the SATURN model shows, with little extra benefit. Therefore, its value for money will be less than the preferred scheme, and there may be less wider economic benefits as the alignment severs a key development site (Cripplegate).
- 12.5.4 The appraisal of alternatives clearly indicates that the preferred scheme as described previously is the best at achieving the scheme objectives and above all, will support the delivery of economic and housing growth across Halifax and the wider District.

Table 1.3 – Appraisal of Alternative Schemes

Option	Network Performance	Unlocking Sites to Attract Investment	Attracting People to Spend More Time	Providing Commercial Accommodation	Greater Recognition of Heritage Status	Broadening Social and Cultural Offer
Alternative Option 1 (Eastern Bypass)	This option performs less well in terms of travel time than the preferred scheme except for the PM peak hour in both 2021 and 2031. It performs broadly the same in terms of network delay in the 2021 AM peak and inter-peak periods and the 2031 inter-peak period, but outperforms the preferred scheme in the 2031 peak periods.	This option will assist the expansion of the town centre to the east. However, a new highway would most likely take up much of the Cripplegate site area, with any remaining land severed. It also does not address existing severance to the west of the town centre, nor improve links through the town centre towards Dean Clough.	This option provides a new public square in front of the Piece Hall/Square Chapel and public realm improvements in the town centre core, but these are less extensive, as there is less reduction in vehicular trips in this area.	This option provides limited improvements for access to commercial development sites to enhance their viability going forwards.	This option enhances heritage status through the creation of the public square outside of Piece Hall/Square Chapel. However, the scheme has limited impact on other historic buildings and, given the scale of the construction, it would have an adverse impact on listed assets such as the Minster and Coal Drops.	This option will provide some improvements (such as the new public square) to enhance the setting and accessibility of the existing social and cultural offer of Halifax, but the increased volume of traffic on the eastern side and the more extensive highway scheme will further segregate Eureka! from the wider town centre cultural offer.

Option	Network Performance	Unlocking Sites to Attract Investment	Attracting People to Spend More Time	Providing Commercial Accommodation	Greater Recognition of Heritage Status	Broadening Social and Cultural Offer
Alternative Option 2 (Western Bypass)	This option performs less well in terms of travel time than the preferred scheme except for the PM peak hour in both 2021 and 2031. It performs broadly the same in terms of network delay in the 2021 AM peak and inter-peak periods and the 2031 inter-peak period, but outperforms the preferred scheme in the 2031 peak periods.	This option does not address the traffic conditions around the east side of the town centre, hence it will limit the extension of the town centre to the east and existing severance and site access issues in this area will remain.	This option does not allow for extensive public realm improvements within the town centre core (e.g. pedestrianisation of Market Street) due to the inability to deliver a formal bus box along Square Road/Winding Road reducing scope to relocate bus movements.	This option provides limited improvements for access to commercial development sites to enhance their viability going forwards.	This option would provide only limited improvements to the setting of historic buildings, given the fact that there are still relatively high numbers of vehicle trips in the town centre core and to the east of the town centre.	This option provides few improvements to enhance the setting of the existing social and cultural offer, other than some reduction in severance to the west of the town centre near to the theatre.

Option	Network Performance	Unlocking Sites to Attract Investment	Attracting People to Spend More Time	Providing Commercial Accommodation	Greater Recognition of Heritage Status	Broadening Social and Cultural Offer
Preferred Scheme	The scheme performs better in terms of travel time than the alternative options across all scenarios except for the PM peak hour in both 2021 and 2031. It performs broadly the same in terms of network delay in the 2021 AM peak and inter-peak periods and the 2031 inter-peak period, and outperforms the alternative options in the 2021 PM peak. However, in the 2031 AM and PM peak periods the alternative options perform better in terms of network delay as both alternatives	The scheme seeks to address connectivity issues across the town centre in a holistic manner, supporting the unlocking of several development sites. The scheme intends to re-establish the links with Dean Clough, helping the continued growth of this site.	The scheme provides extensive public realm improvements within the town centre core and at major gateways. This will enhance people's experience of the town centre environment and increase the time they spend in Halifax. The improvement of the public realm will also create a virtuous circle whereby increased footfall encourages increased investment in town centre businesses and in turn increased footfall. The scheme also enhances connectivity	The scheme will facilitate a new retail quarter, the development of the Cripplegate site, employment opportunities on Water Lane (including amendments to the Nestle site) and potentially bringing forward the Royal London site on Horton Street. It will also complement the Eureka! masterplan.	The scheme includes extensive public realm improvements and the pedestrianisation of Market Street. It will also provide improved visibility and connectivity between town assets and improved setting for historic buildings, such as the Piece Hall, Borough Market, Square Chapel and the Minster. It reinforces pedestrian desire lines that place the Piece Hall at the heart of the town centre, which will facilitate the economic growth that the Piece Hall seeks to deliver by	The scheme will significantly enhance access to the town centre by a variety of modes and the public realm enhancements will improve the setting of the existing social and cultural assets and facilitate easier wayfinding around the key town centre attractors. The scheme also improves linkages to existing cultural assets such as Dean Clough and Eureka! that have development aspirations of their own.

Option	Network Performance	Unlocking Sites to Attract Investment	Attracting People to Spend More Time	Providing Commercial Accommodation	Greater Recognition of Heritage Status	Broadening Social and Cultural Offer
	introduce significant additional highway capacity that can be utilised by the future year trip demand.		between key attractors such as Eureka!, Dean Clough and the rail station.		enhancing its accessibility. However, there are some increased traffic flows to the east of the town centre near to the Minster.	

13. BENEFITS OF SCHEME AND JUSTIFICATION

13.1 Journey Time

- 13.1.1 The most significant benefits of this scheme are as a result of savings in journey times following completion. The transport modelling undertaken at 2018 and 2032 demonstrate that the highway network will be operating beyond capacity in future years due to the predicted growth in vehicle numbers, leading to significant delays.
- 13.1.2 This scheme will significantly reduce the delays, particularly in the busier PM peak period. The reduction in delays will have an economic benefit to those using the road network.
- 13.1.3 In addition to reducing delay, the scheme will also enable unlock a number of key development sites which will assist towards the creation of 528 jobs across West Yorkshire.
- 13.1.4 Further economic benefits will be realised through the improvements to the public realm, and improvements to public transport within and the consequent benefits to pedestrians and public transport users.

13.2 Property Prices

- 13.2.1 As well as job creation, there will also be an economic benefit from the scheme resulting from the impact on property values, principally arising from the public realm elements. There is clear evidence to suggest that investment in public realm (better streets and places) has a positive impact on retail footfall, turnover, property values and rental yields, particularly for well-designed projects. Improving rental values within Halifax town centre is a key priority as commercial and retail developments are unviable/marginal based on current values meaning developers are reluctant to bring forward schemes within Halifax town centre.
- 13.2.2 The scheme intends to re-establish the links with Dean Clough, through a series of improvements along Northgate. In turn it is anticipated this investment will increase footfall/patronage within the town centre and lead to increased investment, in existing and new town centre businesses, as property prices (rents and yields) respond to the increased expenditure associated with higher levels of footfall. When co-ordinated with wider improvements in the overall town centre environment, it is intended that the interventions proposed will persuade future occupiers to base themselves within the town centre which in turn will provide the stimulus for developers to invest in new commercial offices and retail facilities.
- 13.2.3 Finally, 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.
- 13.2.4 Eureka! attracts over 300,000 visitors each year with ambitions to increase this number. 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

among 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.

13.2.5 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.

13.2.6 Both this scheme and the Station Gateway proposals will also complement the work recently completed on the Piece Hall reconnecting two of the town's main attractions. 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.

13.3 Public Transport Users

13.3.1 Public transport user benefits of the scheme are derived from improved bus access to the rail station and the future year attractors, principally the development sites to the east of the town centre. Benefits to rail users result from the improved bus-rail interchange provided at the rail station, providing an opportunity for those arriving in Halifax by rail to continue their onward journey by bus.

13.4 Non motorised users

13.4.1 The scheme will have pedestrian and cyclist benefits related to increased physical activity, primarily related to the health benefits which can be attained from increased use of active travel modes such as walking and cycling. As well as new public spaces and the pedestrianisation of Market Street, the scheme will deliver part of a new segregated cycleway into the town centre. 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.

13.4.2 The scheme includes a number of improvements to the public realm, pedestrian and cycle facilities which will improve the journey quality for people travelling on foot or by bicycle. Journey quality factors may be an important influence on the travel choices made by individuals. Poor journey quality may dissuade individuals from using certain modes and interventions that improve this quality may induce a different mode choice. The scheme also provides bus stop/interchange improvements for public transport users.

13.4.3 The scheme should also reduce "traveller stress" by providing a clearer access strategy for drivers approaching Halifax town centre. Improvements to the town centre signing, which are part of the scheme, will help to ensure that people are able to make route choices easily, reducing route uncertainty and driver frustration.

13.5 Road Safety

13.5.1 The scheme will result in a small reduction in the number of accidents due to the reduced levels of congestion as a result of the scheme (congested networks tend to have higher numbers of accidents with slight severity), allied to the significant improvements in pedestrian crossing facilities and public space across the town centre which will reduce conflicts between motorised and non-motorised users.

13.6 Air Quality

13.6.1 The scheme will reduce congestion which in turn will change in carbon dioxide equivalent (CO₂e) emissions.

13.7 Environmental Impacts

13.7.1 There are a number of other environmental benefits of the scheme. These include:

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

13.7.2 Overall the scheme will have positive impacts on both, because the public realm design responds to existing and emerging pedestrian and cyclist desire lines to provide improved visibility and connectivity between town assets. It also provides an improved setting for key buildings, many of which are of national and local historical significance with listed building status (including the Piece Hall, Square Chapel, Halifax Minster, Lloyd's Banking Group headquarters and the Coal Drops), as well as the wider conservation area within the town centre.

13.8 Social Impacts

13.8.1 There are a number of other social benefits of the scheme. These include

- Security;
- Severance;
- Accessibility;
- Personal affordability.

13.8.2 The security impacts of the scheme are primarily derived from the improved environment for pedestrians and cyclists. The scheme includes new or upgraded crossing facilities at multiple locations across the town centre. There are also improvements to lighting and footway surfacing in some key pedestrian areas which should improve the perceptions of personal safety and security. Improved wayfinding information for pedestrians will also increase the sense of security as people will be more aware and comfortable as to their

location in the town centre. The provision of new public transport hubs will also increase security for bus passengers.

13.8.3 There will be a reduction in traffic volumes within the town centre core including the pedestrianisation of Market Street, a central thoroughfare. Fewer vehicles will leave an improved pedestrian and cyclist environment where the perceptions and impacts of severance are notably diminished. The scheme will also reduce severance impacts at key gateways to the town centre, with the provision of enhanced at-grade pedestrian crossings and narrowed highway links. The development of a strong palette of materials as described in the Strategic Case will also help overcome existing severance, particularly where there will still be interaction between motorised and non-motorised users.

13.9 Value for Money

13.9.1 Overall the scheme will create 528 jobs across West Yorkshire, increase GVA of £40.7million per annum. To summarise the scheme is forecast to provide £4 of benefits to the economy for each £1 invested. This represents a very high benefit for a transport scheme.

14. HUMAN RIGHTS ACT

14.1 The Human Rights Act 1998 incorporated into domestic law the European Convention on Human Rights ("Convention"). The Convention includes provision in the form of Articles, the aim of which is to protect the rights of the individual.

14.2 Section 6 of the Human Rights Act prohibits public authorities from acting in a way which is incompatible with the Convention. Various Convention rights may be engaged in the process of making and considering a compulsory purchase order, notably Article 1 protects the right of everyone to the peaceful enjoyment of possessions. No-one can be deprived of possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.

14.3 The European Court of Human Rights has recognised in the context of Article 1 that regard must be had to the fair balance which has to be struck between the competing interests of the individual and of the community as a whole. Similarly any interference with Article 8 rights must be necessary for the reasons set out. Both public and private interests are to be taken into account in the exercise of the Council's powers and duties as a local highway authority. Any interference with Convention Rights must be necessary and proportionate.

14.4 In considering this Order, the Council has carefully considered the balance to be struck between individual rights and the wider public interest. Any interference with Convention rights is considered to be justified in order to secure the economic, social, physical and environmental regeneration that the redevelopment will bring. Appropriate compensation will be available to those entitled to claim it under the relevant provisions of the relevant statutory provisions.

14.5 The Council considers 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. In addition, having regard to the legislative provisions and the guidance set out in Crichton Down Rules, the Council considers that the Order Land is both suitable for and necessary for the improvement to Halifax town centre in

order to deliver the public benefits described above. Furthermore the Council considers that interference with individual rights is necessary and proportionate in the context of the delivery of the scheme.

- 14.6 Consultation has and will continue to be undertaken during the acquisition process, with the opportunity being given for interested parties to make representations regarding the proposal. If qualifying objections to the Order are received, further representations can be made if the Secretary of State decides to hold a public inquiry in connection with the Order. Those directly affected by the Order who have legally compensatable interests will be entitled to statutory compensation.
- 14.7 In assessing human rights considerations, the Council has had particular regard to the fact that the proposed acquisition will affect land currently owned and occupied by the owners, lessees, occupiers and other legal interests in the Order Land.

15 SPECIAL CONSIDERATIONS

- 15.1 There are no ancient monuments or listed buildings within the Order Land. The Order Land is however within a conservation area. The Hughes Corporation building has been defined as a Building of Historical Merit by Historic England. Aside from the issues discussed in this section, there are no issues concerning special category land, consecrated land or other protected land arising from the Order. The Order Land does not include any Crown land.

16 VIEWS OF GOVERNMENT DEPARTMENTS

- 16.1 The Highways Agency offers no objection to this proposal and is working in partnership with the Council and the West Yorkshire Combined Authority on complementary Transport Fund projects in close proximity.

17 VIEWS OF STATUTORY BODIES

- 17.1 Utility companies have highlighted vulnerable plant in the affected areas and indicated localised diversion or protection works will be necessary. Network Rail has no objection in principle to this proposal. The Environment Agency has no objections to this proposal. Natural England has raised no objections to this proposal.

18 OTHER IMPEDIMENTS

- 18.1 The Council has held and continues to hold a series of discussions with Historic England. The Council is not aware of any financial, planning, physical, legal or any other impediments to the implementation of the Scheme.

19 ENQUIRIES

- 19.1 Those parties affected by the Order who wish to discuss matters with a representative of the Council should contact:

The Borough Council of Calderdale, Corporate Projects Team, Town Hall, Halifax, HX11UJ
Email: Thenextchapter@calderdale.gov.uk

20 LISTS OF DOCUMENTS REFERRED TO

- 20.1 Should it be necessary to hold a public inquiry into the Order, the Council may refer to or put in evidence the following documents (not exclusive), in addition to the Order itself and the Order Map.

National and Local Planning Policies including:-

- a) National Planning Policy Framework (NPPF)
- b) The Council's Local Plan
- c) The Council's Local Plan Proposals Map Inset 1
- d) Secretary of State's Direction under paragraph 1 (3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004 dated 7 September 2007
- e) The Highways Act 1980
- f) The Acquisition of Land Act 1981
- g) The Town and Country Planning Act 1990

Highway documents:-

- a) WY+TF A629 Mandate
- b) WY+TF A629 Phase 2 Gateway 1 submission
- c) The Council's Strategic Bus Review 2013

Relevant National Circulars

- a) The Department for Communities and Local Government's Guidance on Compulsory purchase process and The Crichton Down Rules for the disposal of surplus land acquired by, or under the threat of, compulsion
- b) The Department for Transport's Note on the Preparation, Drafting and Submission of Compulsory Purchase Orders for Highway Schemes and Car Parks for which the Secretary of State is the Confirming Authority, Circular No. 2/97

Other relevant documents

- a) Cabinet report dated 4th July 2016 approving the final land acquisition plans and authorising the use of compulsory purchase powers
- b) Gateway 1
- c) Delivery Plan
- d) Transport Strategy
- e) Bus Accessibility Study

APPENDIX D

CONSULTATION REPORT

West Yorkshire + Transport Fund, Halifax Town Centre (A629 improvements)

Engagement and consultation summary
- Interim report

Calderdale Council

August 2017

Quality information

Prepared by

Checked by

Approved by

Samantha Mayes
Stakeholder Engagement
Consultant

Revision History

Revision	Revision date	Details	Authorized	Name	Position

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1. INTRODUCTION

This interim report summarises the engagement and consultation activity undertaken by Calderdale Council following the appointment of AECOM in December 2016 to progress the approved outline proposals - through the feasibility and detailed design stage through to submission of a Planning Application in late 2017 - for a transformational programme of change to be delivered through the West Yorkshire Plus Transport Fund A629 scheme within Halifax Town Centre.

It collates all the engagement materials produced thus far, provides a summary of the engagement activities undertaken, and the feedback received which will be used to develop Calderdale Council's proposals.

2. STAKEHOLDER ENGAGEMENT

Throughout the preliminary design, stakeholder engagement has been crucial in maintaining constructive dialogue, understanding views and keeping people informed.

2.1 Description of engagement activity and outcomes

Stakeholder engagement commenced in January 2017 and has continued throughout the preliminary design period to date. This engagement has taken different forms, in accordance with the concerns and impact of the proposals on the particular stakeholder, or group of stakeholders.

The following approaches have been used:

- Design workshops with Calderdale officers and representatives of WYCA.
- Presentations to Calderdale members – including an 'All members' Briefing' and presentation to scrutiny.
- Presentation and design workshops to the leader and town ward members.
- Presentations to special interest groups.
- Meetings to discuss very particular aspects of the scheme, for instance with landowners who may be subject to CPO.
- Public Exhibition.

The outcomes from each of these activities have varied as the project has progressed, and overall there has been a significant input to the design from engagement with stakeholders. The table overleaf summarises the key changes that have been made during the preliminary design phase following previous consultation with stakeholders.

CONSULTATION FEEDBACK	YOU SAID...	WE DID...
“The buses need to come closer to the market.”		We diverted the bus route onto King Edward Street.
“We need access south from Commercial Street.”		The proposal now accommodates one lane of traffic to leave Commercial Street at the Wards End junction, travelling south only.
“We need to be able to turn right into Rawson Street when travelling north on Fountain Street.”		We have changed the flow on Powell Street and allowed a right turn into Powell Street.
“We want stronger pedestrian links between the Town Centre and Park Ward.”		Traffic signals have been introduced at Bull Green with significantly better pedestrian crossing facilities.
“Crossing facilities at Pescott Street are poor.”		The re-designed junction has much better facilities for pedestrians.
“Let's have less street clutter.”		The newly pedestrianised Market Street will have much less clutter.
“Enforce the bus gate on Commercial Street and Market Street.”		Market Street is going to be closed to traffic most of the time. The bus gate on Commercial Street will have Automatic Number Plate Recognition (ANPR) enforcement.
“The bollards on Crown Street and Southgate don't work.”		These will be replaced as part of the scheme.
“We don't feel safe in subways.”		The subways at Cow Green / Pellon Lane will be removed and replaced with at grade pedestrian crossings.
“We need to be able to turn right out of George Street.”		The design has incorporated traffic signals at the George Street / Cow Green junction to allow a right turn.
“The proposed rail interchange on the Eureka! Car park significantly increases the journey times for buses.”		We have provided a bus-rail interchange on the proposed bus box, which is ideally located between the Town Centre and the railway station.

Fig.1: Summary of key changes that have been made during the preliminary design phase following previous consultation with stakeholders.

2.2 Engagement audience

A summary of Calderdale Council's key engagement activity with a wide variety of stakeholders is documented in Appendix A.

3. PUBLIC EXHIBITION

A public exhibition was organised to showcase the proposals and enable local stakeholders and the wider public to view and comment on the developed plans for the Halifax Town Centre improvements and understand how the proposals had evolved since the previous consultation in May 2016. The event provided more detailed information about the scheme, and how the public's opinion had been considered and how it had influenced the current design.

The exhibition was structured as a drop-in event to allow Calderdale Council to engage with a wider audience including residents, local business and others who have an interest in Halifax. The event provided the opportunity for attendees to register their views on the scheme through the completion of a comments form and any questions or concerns could be addressed by a member of the project team in attendance.

3.1 Description of consultation

The public exhibition was held as follows:

Tuesday 18th July 2017, 4pm – 7pm
Halifax Town Hall, Crossley Street, Halifax, HX1 1UN

Members of the project team in attendance included Calderdale Council officers, WYCA officers and members of the AECOM project team. Representatives included traffic engineers, transport planners, civil engineers, planners, heritage experts and project managers, thus ensuring attendees could speak to experts within each discipline, in order to provide the most accurate and detailed information.

Nine A1 Foamex boards containing information about the proposals were on display at the exhibition and included detail on The West Yorkshire Plus Transport Fund (WT+TF); the key elements of the proposals; the overarching vision for Halifax behind the proposals; the current issues within the Town Centre that Calderdale Council are looking to address, and; how previous consultation feedback had been considered in the developing detailed design. In addition to the Foamex boards, three double width pull-up banners displayed large plans to help illustrate the scale and detail of the scheme and key areas of focus: the historic heart of Halifax, and proposed improvements to both the eastern and western routes. The information boards and pull-up banners which were on display can be found at Appendix C. Visitors were provided with an information handout (Appendix D) summarising the key details to take away with them and share with others who may not have been able to attend the exhibition. Electronic versions of this material was also made available to view online on The Next Chapter website, the day after the event

Visitors were encouraged to submit their comments on the presented scheme, through a comments form which included questions on which features people would like to see included in the public space at various locations within Halifax (see Appendix E). Initial analysis of the responses can be found in Section 4.

Whilst the exhibition took place on a week day, attendance was maximised by hosting the event in a central and well known location with opening times extended into the evening to enable visitors to see the plans and speak with the team outside typical working hours. The exhibition material remained on display at the Town Hall until Friday 28th July 2017 providing further opportunity for people to learn about the scheme if they were unable to attend the exhibition itself.

The following photographs show how the room was set up with the information boards and banners.





3.2 Engagement audience

In total 124 people visited the public exhibition.

- **7** Calderdale councillors identified themselves as visitors on the feedback form
- **13** visitors work at Calderdale Council
- **3** visitors were from West Yorkshire Combined Authority

The following methods were used to advertise the event:

- Electronic newsletter (see Appendix B)
- News item on The Next Chapter website
- Social media posts (via Calderdale Council Twitter and Facebook accounts)
- Media press release
- Posters (on buses and in bus station)
- Via the Business Improvement District

4. EXHIBITION FEEDBACK ANALYSIS

The period in which respondents were invited to submit their feedback was from Tuesday 17th July 2017 to Tuesday 1st August 2017. 40 comments forms were received in total:

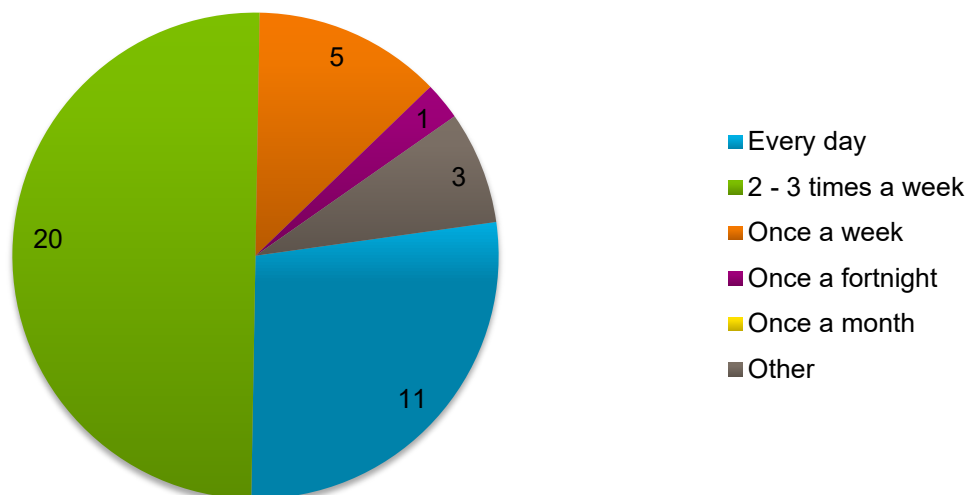
- 32 at the public exhibition
- 8 via post

Of these responses, 77% of people supported the scheme, 13% were undecided and 7% were opposed to the proposals. One person (3%) did not respond to this question (see Qu7 below).

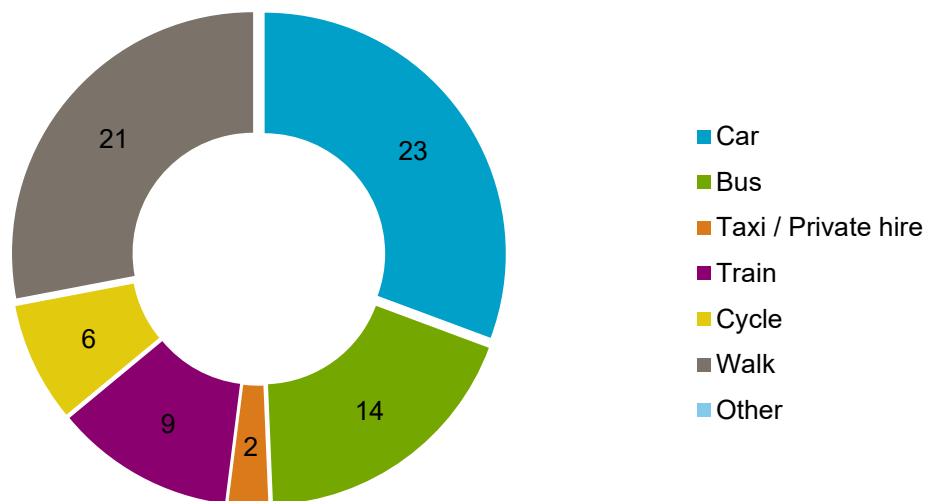
4.1 Quantitative responses

The format of the comments form provided multiple choice answers throughout (with space for further comments to support their responses). Five of the eight questions were worded to enable respondents to select several options. The other three questions prompted a more definitive response. Quantitative responses to each question are shown in the graphs below. A copy of the feedback form made available is included at Appendix E.

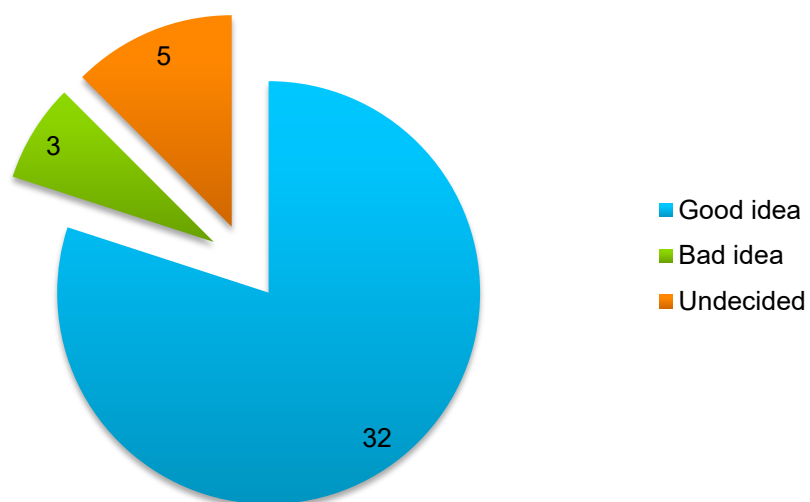
Qu1: How often do you travel into Halifax Town Centre?



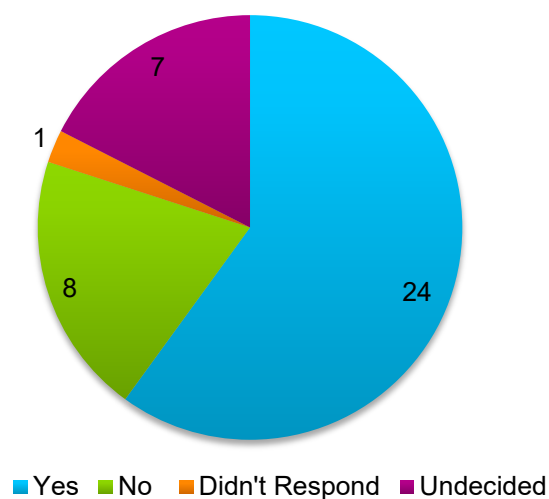
Qu2: What modes of transport do you typically use within the Town Centre?

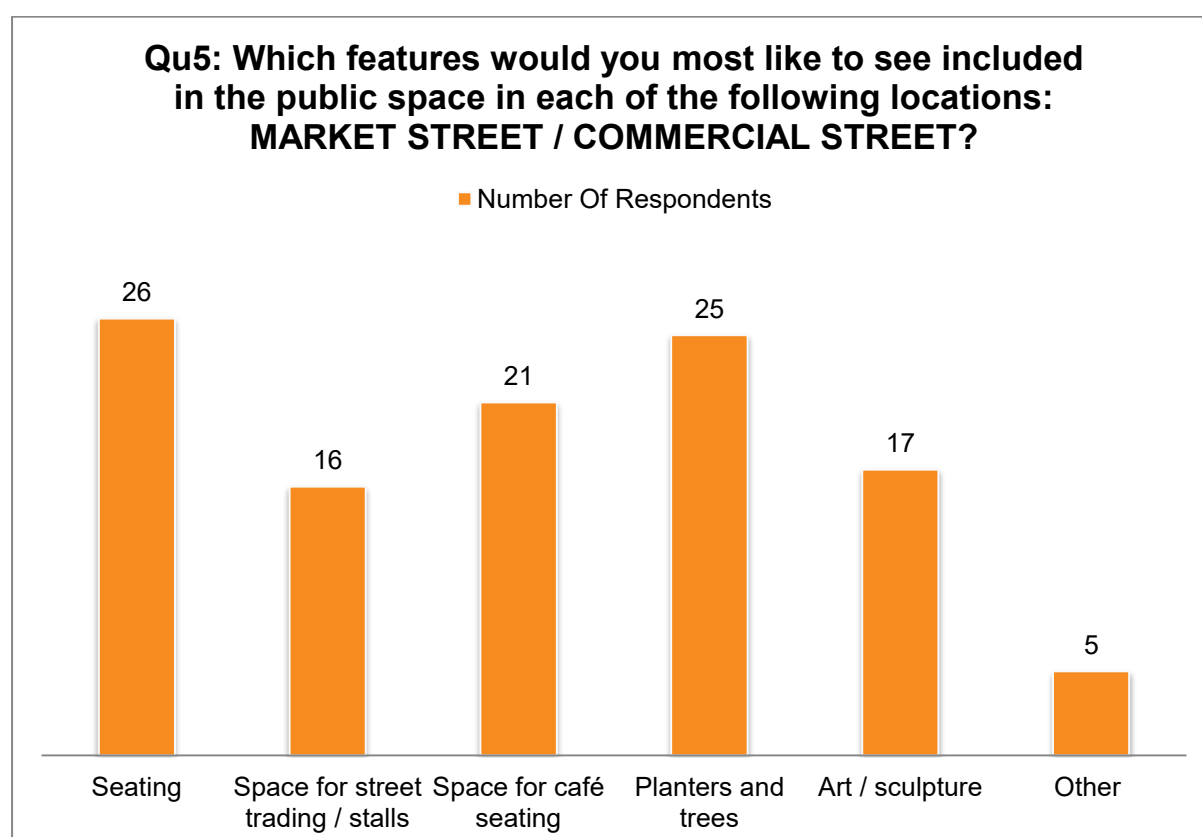
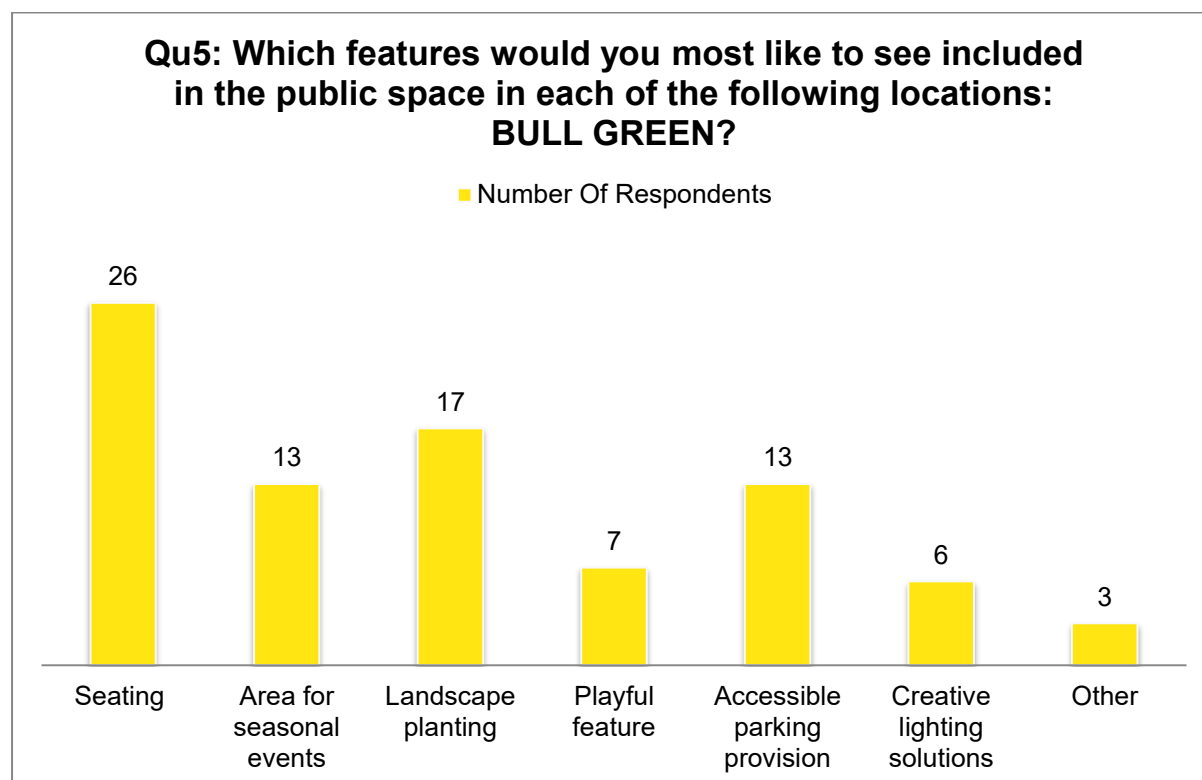


Qu3: What is your opinion of the proposals for Market Street - similar to the Southgate area (street outside 'Wilkinson's')?

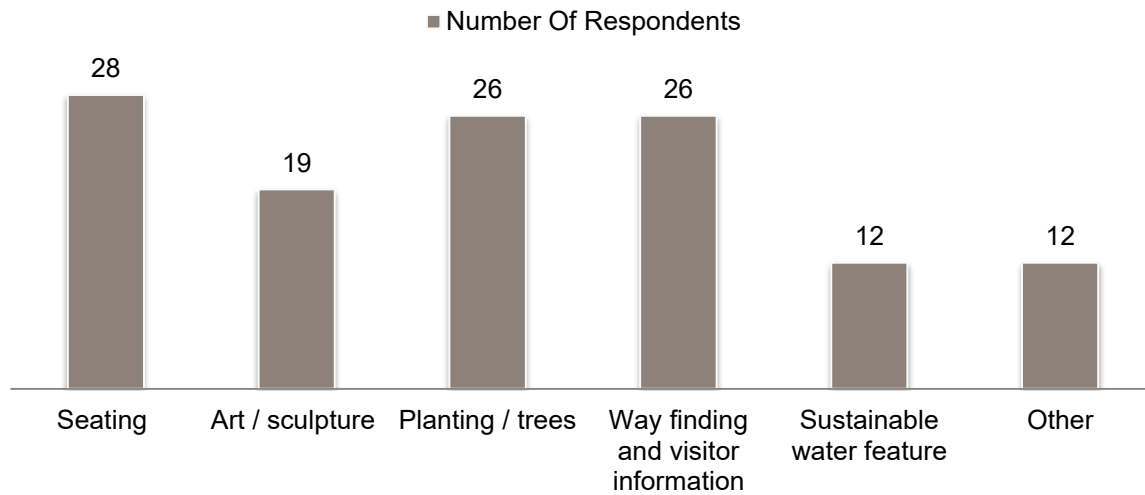


Qu4: Would you like to see Commercial Street (outside the theatre) closed to traffic in the evening?

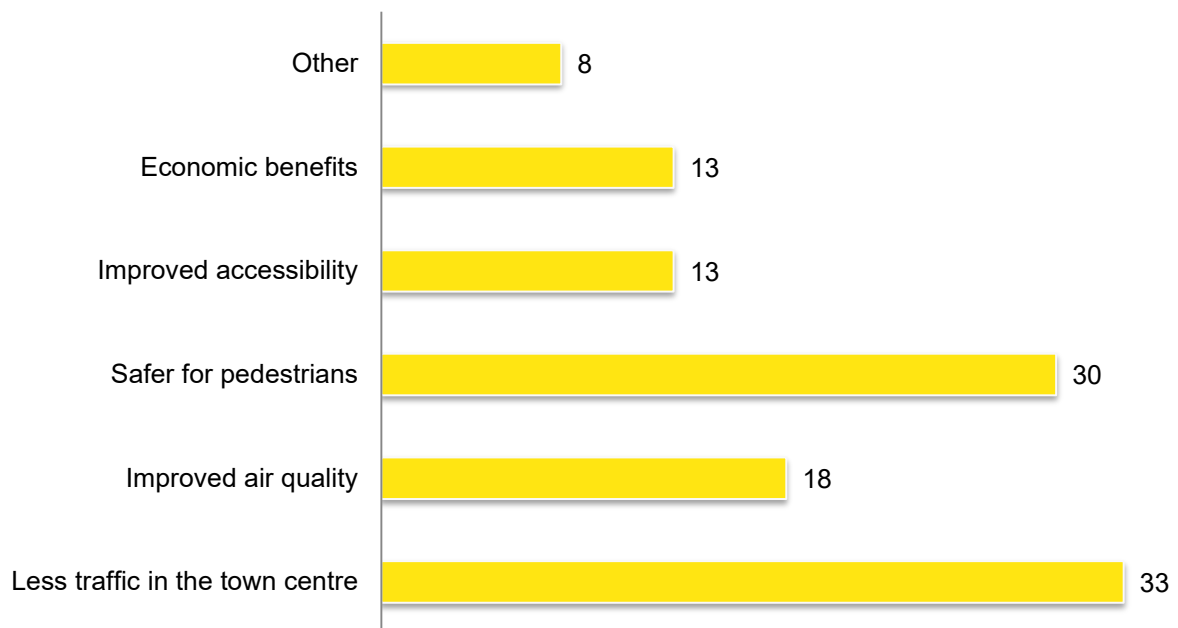




**Qu5: Which features would you most like to see included
in the public space in each of the following locations:
NEW 'TOWN SQUARE'
(outside Piece Hall / Library / Square Chapel)?**

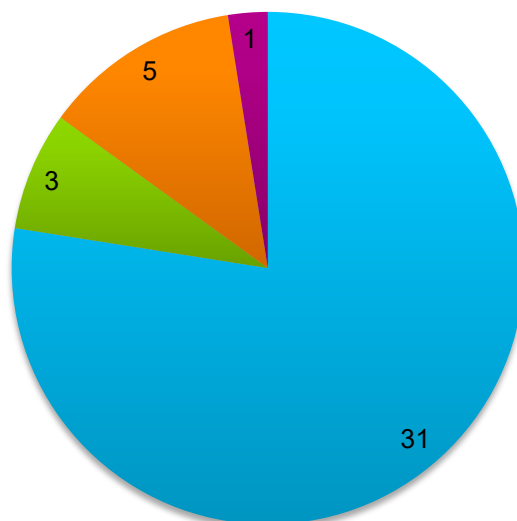


**Qu6: What do you think will be the main benefits of the
proposed Town Centre improvements?**



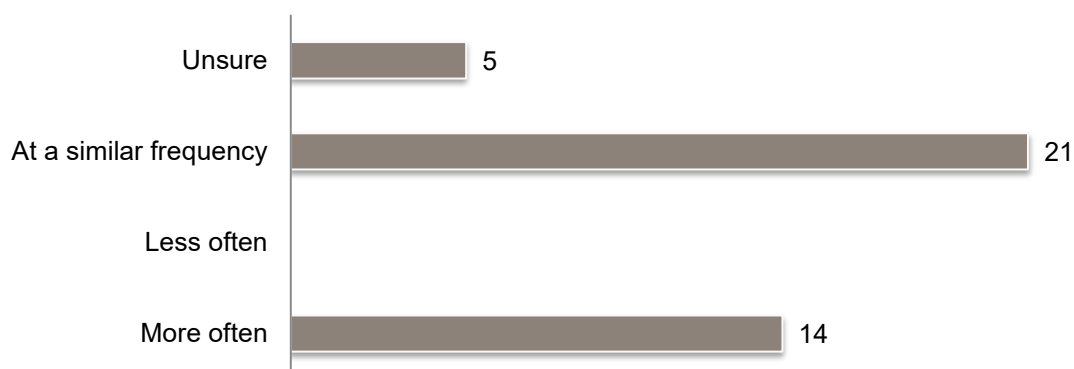
Qu7: Do you support the proposal for Halifax Town Centre improvements?

■ Yes ■ No ■ Undecided ■ Didn't respond



Qu8: As a result of the proposed improvements to Halifax Town Centre, are you likely to travel into town...?

■ Number Of Respondents



4.2 Qualitative responses

Various themes have arisen from the submitted comments received during the consultation period. These will be analysed and considered in the coming months to ascertain key areas of development for the detailed design.

5. APPENDICES

Appendix A **Stakeholder engagement summary**

Name of Stakeholder	Consultation to date / discussion points	Engagement focus	Primary form of engagement	Design development to date resulting from engagement
	When (dates - if applicable)	What was discussed?		
Statutory/ Key Stakeholders				
West Yorkshire Combined Authority (WYCA)	15/02/2017 15/03/2017 07/03/2017 Transport Planner seconded into design team 1 day per week		Meetings	AKW of WYCA has had considerable involvement in the detailed design, particularly in relation to the proposed bus box and bus routing.
CMBC Leader/ Portfolio Holder and Town Ward Members	17/06/2015 20/07/2015 28/09/2015 21/02/2017 07/04/2017 10/07/2017	Progress on scheme development; feedback on initial proposals	Meetings	Confirmation of scheme objectives. Agreement to further engagement with stakeholders.
CMBC Ward Members	07/07/2015 28/09/2015 21/02/2017 27/07/2017 (scrutiny)	Progress on scheme development; feedback on initial proposals	Meetings	
Design Workshop involving Calderdale and WYCA Officers	13/01/2017 06/02/2017 06/03/2017 03/04/2017 08/05/2017 12/06/2017	Opportunity to comment and input to design		Significant input to design including: Setting scheme objectives Re-routing of bus box Church St – minimum width requirements Bull Green solution Ward's End/ Fountain St
Other Calderdale project teams	30/01/2017 10/02/2017 17/05/2017	Station Gateway - initial meeting with WSP		
Halifax Minster	03/09/2015 11/02/2016 23/05/2016 03/04/2017	Ensure scheme proposals adequately reflect their concerns and aspirations for better connectivity with the town centre; update on proposals for the eastern route	Meetings	
Historic England	25/08/2015 01/03/2017	Ensure scheme proposals reflect their aspirations for enhancing access to historic sites across the town centre; discussions around the demolition of a listed building	Meetings and site walkover	
Halifax Renaissance Town Team	24/05/2016 07/11/2016 08/05/2017		Meetings	

Name of Stakeholder	Consultation to date / discussion points	Engagement focus	Primary form of engagement	Design development to date resulting from engagement
Network Rail	15/04/2015 08/01/2016 02/11/2016 21/03/2017 19/07/2017	Understand possible complementary scheme for improving rail station approach bridge	Meetings	
Northern Rail	21/04/2015	Update on scheme proposals for rail station	Meetings	
West Yorkshire Police	15/05/2017		Meetings	
Local Businesses				
BNP Paribas/ Birch Sites (Cripplegate)	10/09/2015	Confirmation of development proposals and future servicing/access needs; update on scheme proposals around eastern route	Meetings and emails ongoing	
Corus Hotels (The Imperial Crown Hotel)	08/05/2015 14/11/2016	Explore opportunity for purchase of the Hughes Corporation Building	Meetings and emails ongoing	
Dean Clough (Historic Mill Building now used as Grade A office accommodation.)	18/03/2015 07/05/2015 14/07/2017		Meetings	July 17 – Discussion concerning extending study area to include Dean Clough Rd.
Halifax Borough Market	15/04/2016		Meetings and emails ongoing	
Matalan (retail outlet)	26/04/2016	Confirmation of current/future servicing needs; update on scheme proposals around eastern route	Meetings	
Nestle	01/04/2015 05/05/2015 07/10/2015 Regular attendance at Station Gateway Project Board, on which Nestle sit	Confirmation of current/future servicing needs; site development strategy; connectivity to/from the rail station; update on scheme proposals around eastern route	Meetings	
Royal London owner of cleared development site		Confirmation of development proposals and future servicing/access needs; update on scheme proposals around eastern route	Meetings	
Water Lane Businesses	23/11/2015	Confirmation of development proposals and future servicing/access needs; update on scheme proposals around eastern route	Meetings	
Woolshops Shopping Centre	20/06/2016 06/12/2016	Confirmation of development proposals and future servicing/access needs; update on scheme proposals	Meetings	

Name of Stakeholder	Consultation to date / discussion points	Engagement focus	Primary form of engagement	Design development to date resulting from engagement
Town Team	21/11/2016 25/11/2016 14/06/2017	Progress on scheme development; feedback on proposals	Meetings	
Business Improvement District(BID) Team (represent business)			Regular updates / emails	
Taxis				
Hackney Carriages Association	29/03/2017 15/06/2017		Meeting	Agreement in principle to proposals
Private Hire Association	29/03/2017 05/07/2017		Meeting	
Licencing Team (taxis)	06/07/2016 17/08/2016 21/02/2017 01/03/2017 29/03/2017		Meeting	
Car Park Operators				
Westgate Arcade Car Park	03/08/2017		Meeting	
Cycling groups				
Calderdale Cyclist Touring Group			Public exhibition	
The Halifax Imperial Cycling Club			Public exhibition	
Pedalsport Cycling Club			Public exhibition	
Sustrans	10/06/2015	Ensure coherence with LSTF cycle route proposals; obtain feedback on wider cycle interventions proposed as part of the scheme	Meeting	
The Tandem Club – West Yorkshire Group			Public exhibition	
Bus operators				
Arriva	18/12/2015 26/04/2016 15/06/17	Bus Routing Options	Meeting	Agreed in principle high level routing options
First	18/12/2015 15/06/17	Bus Routing Options	Meeting	Agreed in principle high level routing options
T.J Walsh	18/12/2015 14/06/2017	Bus Routing Options	Meeting	Agreed in principle high level routing options
Yorkshire Tiger	15/06/17	Bus Routing Options	Meeting	Agreed in principle high level routing options
Local Groups / Organisations				
Central Library and Archive Reference Group	11/05/2016 12/09/2016 20/06/2017		Meetings	
Cultural Destination Consortium (Arts Council)	20/01/2016 01/11/2016		Meetings	
Transport Working Group	15/01/2016 12/09/2016		Meetings	
Disability Partnership Calderdale	9/01/2017 31/01/2017 10/02/2017 28/03/2017 12/06/2017	Review draft proposals for masterplan including parking and public transport strategy for the town centre.	Meetings	Disabled parking bays adjusted to suite wheelchair users.

Name of Stakeholder	Consultation to date / discussion points	Engagement focus	Primary form of engagement	Design development to date resulting from engagement
Wheelchair Enabling Society (WES)	13/06/2017	Review draft proposals for parking and public transport strategy for town centre.	Meetings	Disabled parking bays adjusted to suite wheelchair users.
Park Ward Neighbourhood Forum	04/04/2017		Meetings	
Key Attractors				
Eureka! The National Children's Museum	Meetings on: 15/04/2015 01/07/2015 27/08/2015 14/09/2015 06/10/2015 09/11/2015 13/11/2015 15/01/2016 16/03/2016 13/06/2016 02/08/2016 05/12/2016 31/01/2017 08/03/2017 02/05/2017 11/07/2017	Ensure effective integration of Eureka! Car park, access and LSTF cycle route proposals; confirm future car parking and access requirements; update on scheme proposals around eastern route	Meetings	Input to the provision and nature of enabling works on Eureka! Car park.
Square Chapel Centre for the Arts	12/08/2015 20/10/2015 19/01/2016 25/04/2016	Confirmation of current/future servicing needs; update on scheme proposals around eastern route	Meetings	
Victoria Theatre	12/05/2017 15/08/2017	Confirmation of current/future servicing needs; update on scheme proposals. Feedback on initial proposals.	Meeting	Requirement for HGV parking and access on Powell St.
Westgate Arcade Shopping Centre	03/08/2017		Meeting	
Harveys	21/03/2017 12/06/2017 15/08/2017		Meeting	Review of access into Rawson St/ South Commercial St resulting in proposal to reverse flow on Powell St.
Nearby developments				
The Piece Hall	27/07/2015 20/08/2015 26/08/2015 21/04/2016 09/05/2016	Confirmation of current/future servicing needs; update on scheme proposals around eastern route	Meetings	
Other				
Utility Companies			Meeting	Ongoing correspondence

Appendix B

Electronic newsletter



WEST YORKSHIRE PLUS TRANSPORT FUND - A629 IMPROVEMENTS

June 2017

The West Yorkshire Plus Transport Fund has been created to specifically increase housing, employment and economic growth across the West Yorkshire region. Part of this funding is designated to the 'A629 Halifax - Huddersfield Corridor' programme which will create an even better place to live, work and visit through road junction improvements and improvements to access and movements for all types of vehicles, cyclists and pedestrians.

Great progress has been made to date by Calderdale Council working in partnership with stakeholders to secure the necessary funding to take the proposals for Halifax Town Centre from concept ideas through to detailed design.



HALIFAX TOWN CENTRE

The West Yorkshire Plus Transport Fund will vastly improve accessibility to Halifax Town Centre for all modes of travel and provide high quality public realm to deliver regeneration and growth aspirations to achieve a greater sense of place for residents and visitors to the town. The proposed scheme will reduce congestion and improve pedestrian connectivity within the historic core of Halifax. By improving roads and strengthening bus/rail connections, travel to/from and around the town will improve and the severance between the bus station and rail station will be removed.

The improvements proposed for Halifax Town Centre are being designed using the 'Manual for Street' principles and with the ambition of creating 'Streets for People' at the core. The proposals comprise three key elements:

- **Upgrade of the eastern corridor (Church Street, Bank Bottom, Berry Lane, Charlestown Road) including developing an 'Eastern Gateway' through the creation of a public square and provision of improved pedestrian and cycle facilities from the Rail Station into Halifax Town Centre.**
- **Upgrade of the Northern Gateway (Northbridge, Broad Street, Cross Hills) into Halifax Town Centre and extensive public realm improvements in Halifax Town Centre including improvements to Market Street and the reconfiguration of bus movements.**
- **Enhanced Southern and Western Gateways (Wards End, Bull Green, Cow Green) in Halifax Town Centre.**

In December 2016, Calderdale Council appointed AECOM to progress the approved outline proposals through the feasibility and detailed design stage through to submission of a Planning Application in late 2017. If approved this will lead to the submission of a full Business Case to the West Yorkshire Combined Authority to release the funds required to physically deliver the scheme which is targeted for Spring 2018.

The preliminary design is almost completed and we wish to share the exciting plans with you.

WANT TO LEARN MORE?

A public information event has been organised for

**Tuesday 18th July 2017 4-7pm at
Halifax Town Hall, Crossley Street, Halifax, HX1 1UN**

We welcome the opportunity to share our plans for Halifax Town Centre with as many people as possible and hope you will be able to come to view and discuss the proposals with us.

The event will be hosted in a drop-in format so please come along at a time to suit you. All information available on the day will be published on The Next Chapter website (www.calderdalenextchapter.co.uk) after the event.

We want to work with local communities to shape the vision for Calderdale and look forward to talking to you soon.

For more information on the full delivery programme, visit: www.calderdalenextchapter.co.uk

Appendix C

Information boards and pull-up banners

WELCOME

The proposals for Halifax Town Centre will provide improved accessibility to the town for all residents and visitors and achieve a greater sense of place and deliver regeneration and growth aspirations. The proposed scheme will reduce congestion and improve pedestrian connectivity within the historic core of Halifax.

The information on display provides an overview of the scheme and shows how the plans have developed following an extensive period of consultation including a public exhibition in May 2016. All comments received throughout the production of the preliminary design have been considered and, where possible, been incorporated into the project design.

The project team are available to discuss any queries you may have. They are identifiable by name badges.

Background

The scheme is one of a number of significant projects being delivered by Calderdale Council and key stakeholders to improve the historic town through a £150 million programme of investment from The West Yorkshire Plus Transport Fund (WY+TF) focussed at 'Good Growth'.

In December 2016, Calderdale Council appointed AECOM to progress the approved outline proposals for Halifax Town Centre through the feasibility and detailed design stage to submission of a planning application programmed for late 2017.

Learn more about the project and WY+TF on the following boards.



THE WEST YORKSHIRE PLUS TRANSPORT FUND

The West Yorkshire Plus Transport Fund (WY+TF) has been created to specifically increase housing, employment and economic good growth across the West Yorkshire region and York. Part of this funding is designated to the 'A629 Halifax - Huddersfield Corridor' programme which will create an even better place to live, work and visit through road junction improvements and improvements to access and movements for all types of vehicles, cyclists and pedestrians.

Great progress has been made to date by Calderdale Council working in partnership with stakeholders to secure the necessary funding to take the proposals for Halifax Town Centre from concept ideas through to detailed design.

What is the WY+TF?

- £1bn investment in transport schemes across West Yorkshire & York to unlock 'Good Growth'
- Coordinated alongside LEP investment
- Once in a generation opportunity
- Calderdale have secured 15% of the fund value (for 8% of population)
- Calderdale's WY+TF schemes are:
 - The A629 corridor - £150m value scheme
 - Station Gateway
 - A641
 - Elland Station
 - A58



INTRODUCTION TO A629 HALIFAX TOWN CENTRE PROPOSALS

The transport infrastructure investments proposed for Halifax Town Centre comprise three key elements, the delivery of which is targeted to be completed for 2021:

- ◆ Upgrade of the eastern corridor (Church Street, Bank Bottom, Berry Lane, Charlestown Road) including developing an 'Eastern Gateway' through the creation of a public square and provision of improved and enhanced pedestrian and cycle access facilities from the Rail Station into Halifax Town Centre.
- ◆ Upgrade of the Northern Gateway (Northbridge, Broad Street, Cross Hills) into Halifax Town Centre and extensive public realm improvements in Halifax Town Centre including improvements to Market Street and the reconfiguration of bus movements.
- ◆ Enhanced Southern and Western Gateways (Wards End, Bull Green, Cow Green) in Halifax Town Centre.



THE VISION FOR HALIFAX

Enhancing the Historic Heart of Halifax through....

- ◆ **Safety** – reducing potential for conflict between vulnerable road users and motor vehicles
- ◆ **Environment** – reducing noise and air pollution
- ◆ **Accessibility** – increasing pedestrian and cycling activity and creating an environment where children and mobility impaired users feel more confident
- ◆ **Economy** – evidence from elsewhere demonstrates that improvements in the quality of streetscape have led to a more vibrant local economy

Well planned investment in better streets can...

Improve Consumer and Business Satisfaction

- ◆ Perceptions matter – high quality urban realm enhances the attractiveness of an area
- ◆ People like pedestrian areas and dislike traffic
- ◆ The importance of car access to town centre retail is consistently over estimated
- ◆ High returns for spending

Contribute to Urban Regeneration

- ◆ Attract investment
- ◆ Increase rents and property prices
- ◆ Result in increased employment levels
- ◆ Help address social exclusion

Improve Existing Business Performance

- ◆ Increased footfall and trading by up to 40%
- ◆ Walking and cycling projects can increase retail sales by 30%



CURRENT ISSUES TO ADDRESS WITHIN HALIFAX TOWN CENTRE

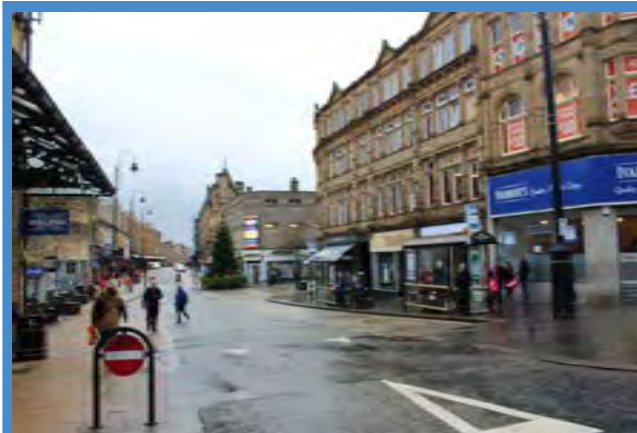
These are some of the issues within Halifax that Calderdale are looking to address through the proposed town improvements.



- Traffic dominated
- Feeling unsafe
- Street clutter
- Lack of seating
- Lack of planting
- Wayfinding



- Stepped access
- Narrow pavements
- Bus stops creating pinch points



- Crossing points not clearly defined
- Wide carriageways
- Natural stone surfacing hidden by parking / lay-bys
- Bus stop shelters narrowing pavements



- Lacks positive links with surrounding context
- Reduces legibility

CONSULTATION FEEDBACK

YOU SAID...

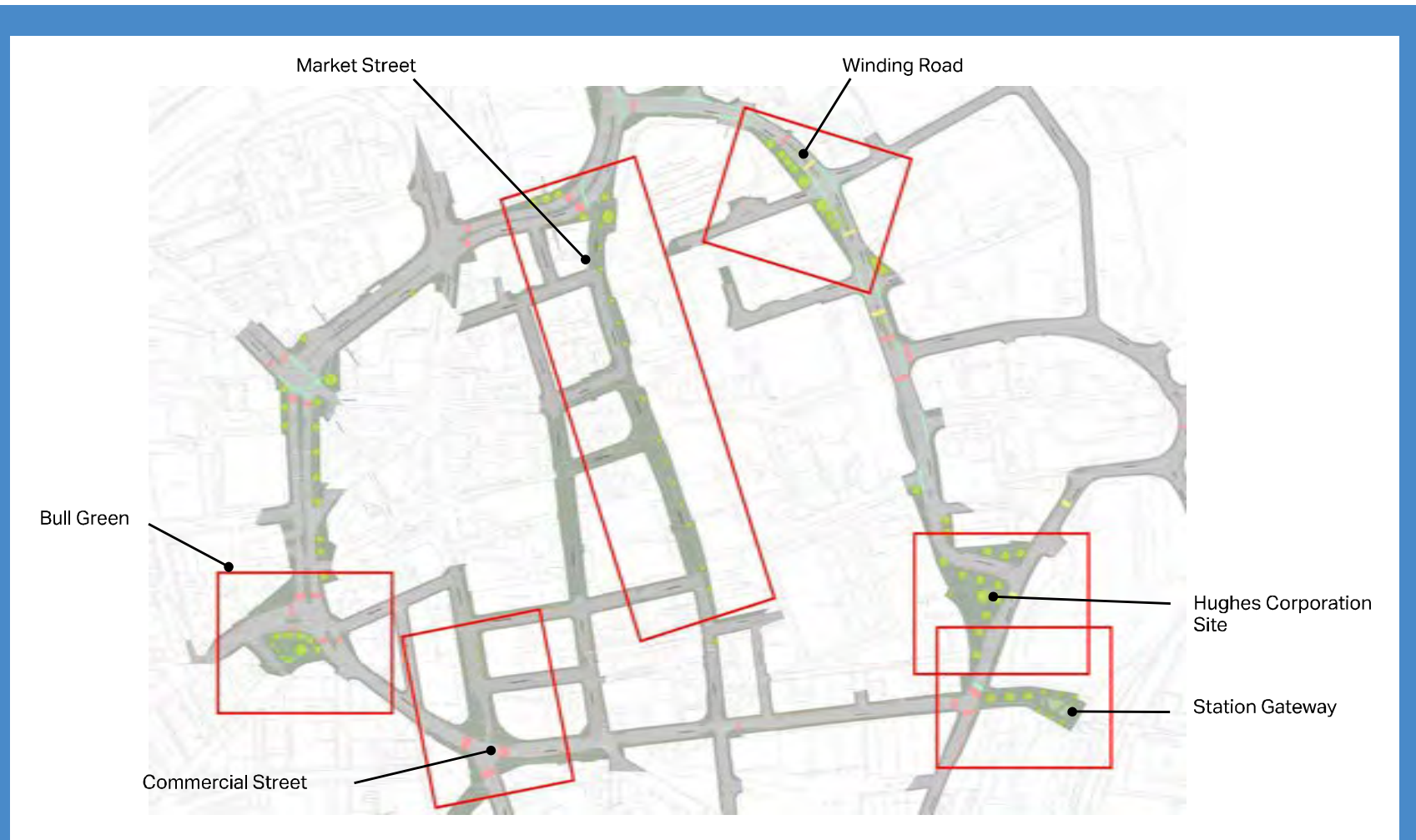
WE DID...

“ The buses need to come closer to the market. ”	We diverted the bus route onto King Edward Street.
“ We need access south from Commercial Street. ”	The proposal now accommodates one lane of traffic to leave Commercial Street at the Wards End junction, travelling south only.
“ We need to be able to turn right into Rawson Street when travelling north on Fountain Street. ”	We have changed the flow on Powell Street and allowed a right turn into Powell Street.
“ We want stronger pedestrian links between the Town Centre and Park Ward. ”	Traffic signals have been introduced at Bull Green with significantly better pedestrian crossing facilities.
“ Crossing facilities at Pescott Street are poor. ”	The re-designed junction has much better facilities for pedestrians.
“ Let's have less street clutter. ”	The newly pedestrianised Market Street will have much less clutter.
“ Enforce the bus gate on Commercial Street and Market Street. ”	Market Street is going to be closed to traffic most of the time. The bus gate on Commercial Street will have Automatic Number Plate Recognition (ANPR) enforcement.
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“ We don't feel safe in subways. ”	The subways at Cow Green / Pellon Lane will be removed and replaced with at grade pedestrian crossings.
“ We need to be able to turn right out of George Street. ”	The design has incorporated traffic signals at the George Street / Cow Green junction to allow a right turn.
“ The proposed rail interchange on the Eureka! Car park significantly increases the journey times for buses. ”	We have provided a bus-rail interchange on the proposed bus box, which is ideally located between the Town Centre and the railway station.

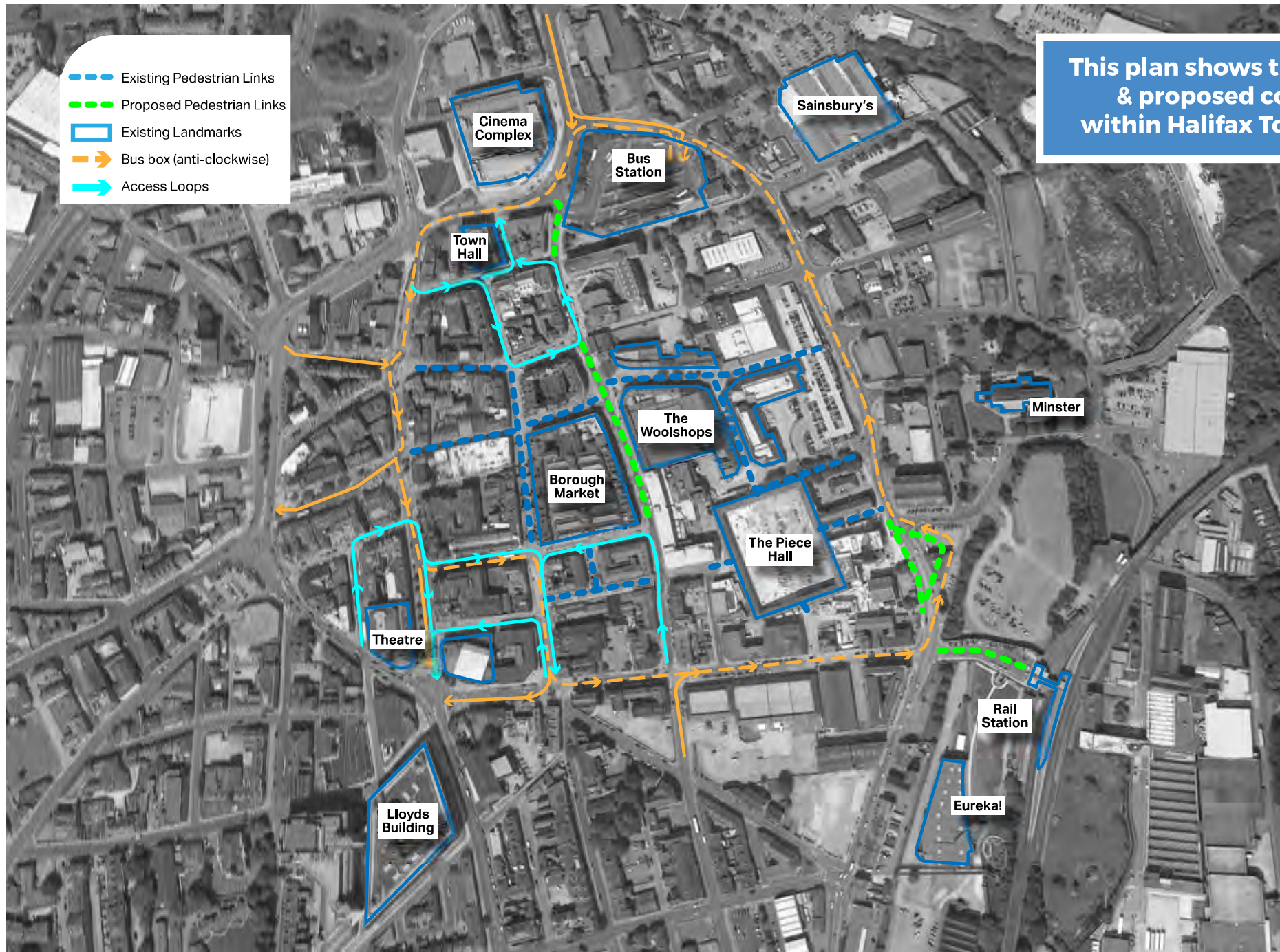
KEY AREAS OF FOCUS

In order to deliver the improvements to the Town Centre, it is necessary to undertake highway improvements to the eastern corridor and western corridor. This will result in improved journey times for through traffic, especially at peak times.

The key areas of focus for our the proposed improvements to Halifax Town Centre are shown below.



HALIFAX TOWN CENTRE IMPROVEMENTS



NEXT STEPS

Many thanks for taking the time to visit the exhibition.

Over the coming months, the planning application will be finalised and submitted to Calderdale Council for determination. Prior to the submission of the planning application there will be a further opportunity to view and comment on the proposals.

If approved, a full Business Case for the scheme will be prepared and submitted to the West Yorkshire Combined Authority (WYCA) to release the funds required to physically deliver the Town Centre scheme, which is in the region of £40m.






Give us your views

Please take the time to complete a comments form to give us your views on the proposals for Halifax Town Centre.

If you would like to take a copy away with you, please ensure to return it to the address stated on the form by **1st August 2017**.

All comments will be reviewed and further updates on the proposals will be available ahead of submitting a planning application to Calderdale Council later in 2017.

Indicative timeline

	Late 2017	- Progress update and planning submission
	Mid 2018	- Submission of full Business Case to WYCA
	Late 2018	- Approval and release of funding
	Early 2019	- Start on site
	Completion 2021/2022	- Phased construction programme to minimise disruption

Get in touch

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Alternatively you can get in touch at
thenextchapter@calderdale.gov.uk.

THE HISTORIC HEART OF HALIFAX

KEY

CARRIAGEWAY

CARRIAGEWAY WITH URBAN REALM TREATMENT

FOOTWAY

BUS LANE

CYCLE CROSSING

LANDSCAPE

CONTROLLED PEDESTRIAN CROSSING

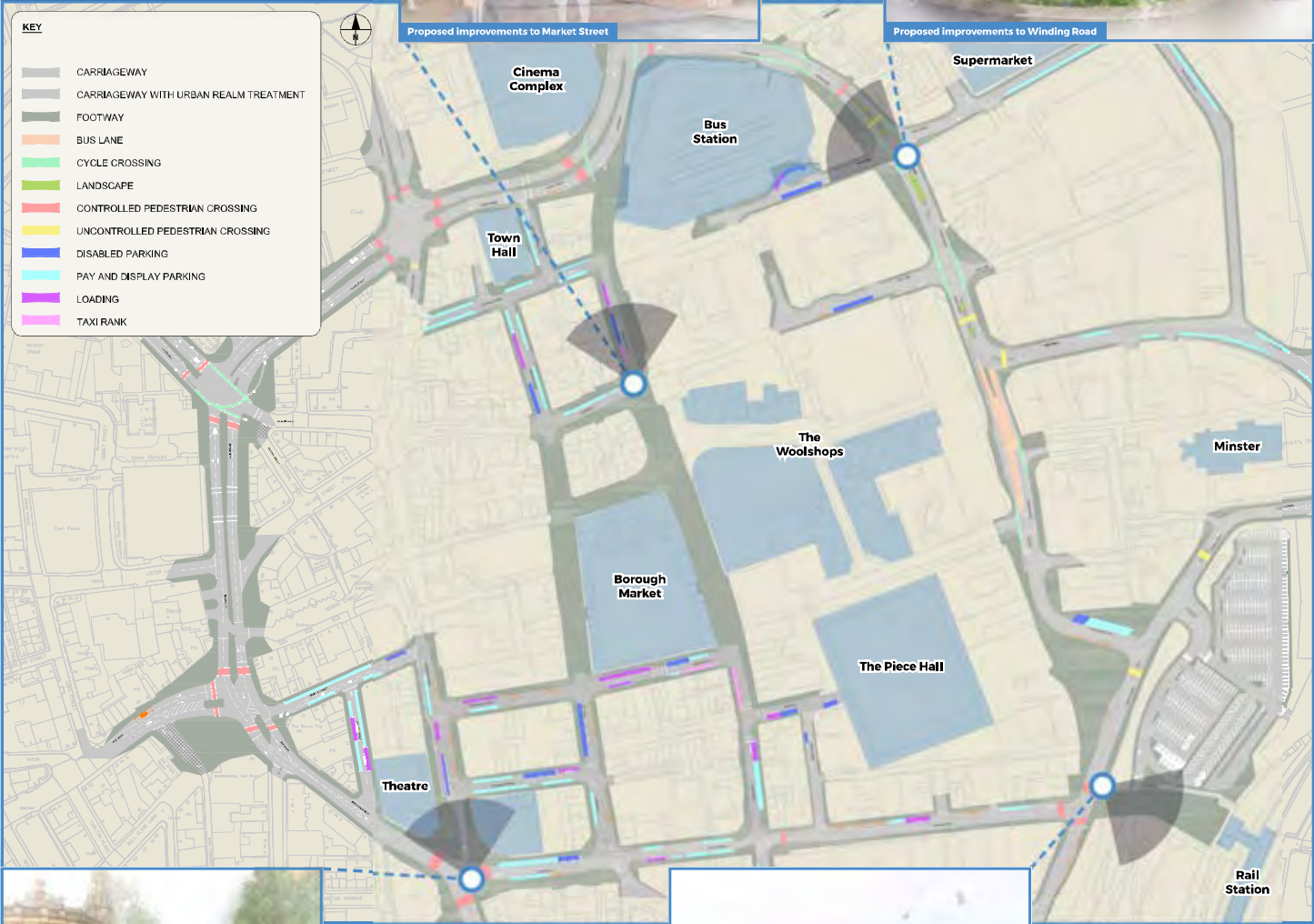
UNCONTROLLED PEDESTRIAN CROSSING

DISABLED PARKING

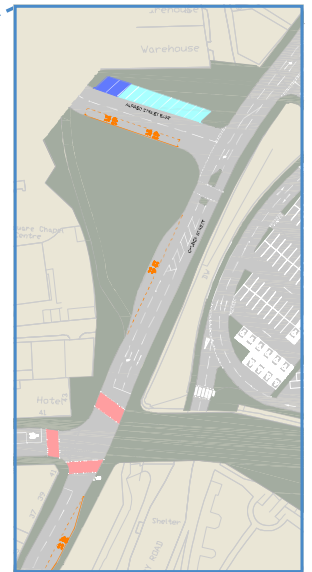
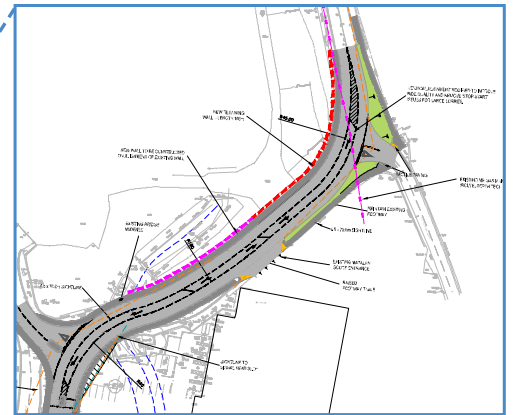
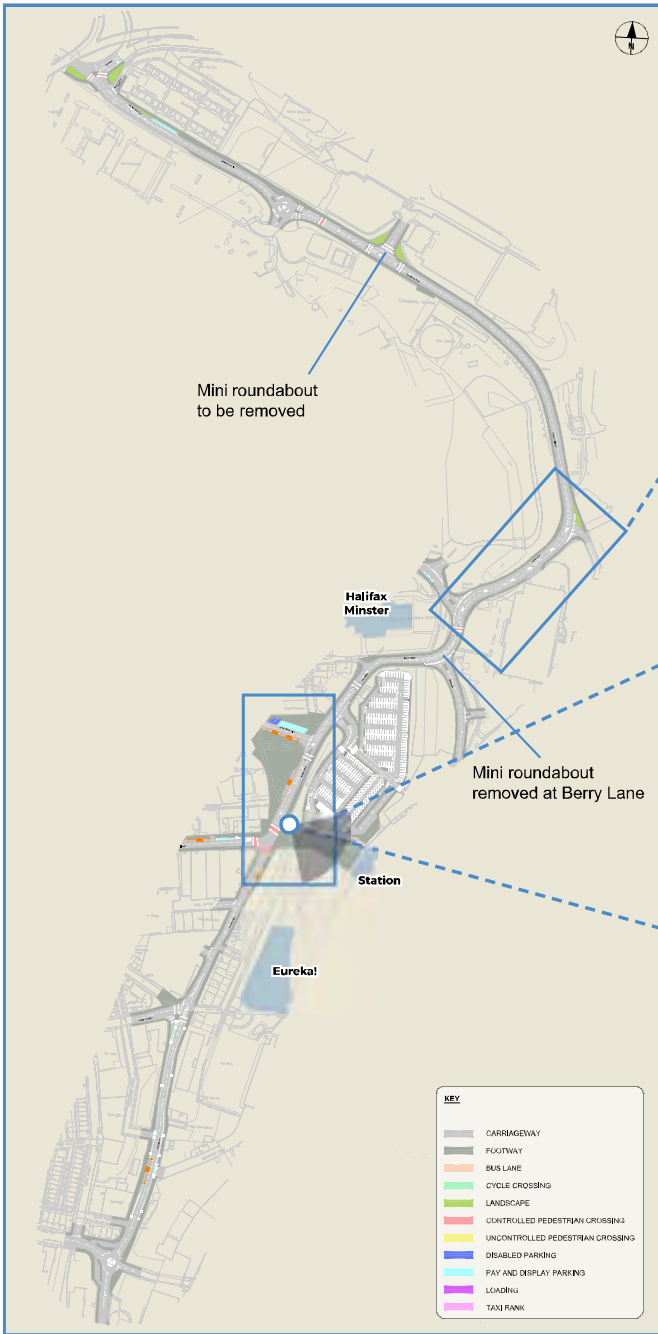
PAY AND DISPLAY PARKING

LOADING

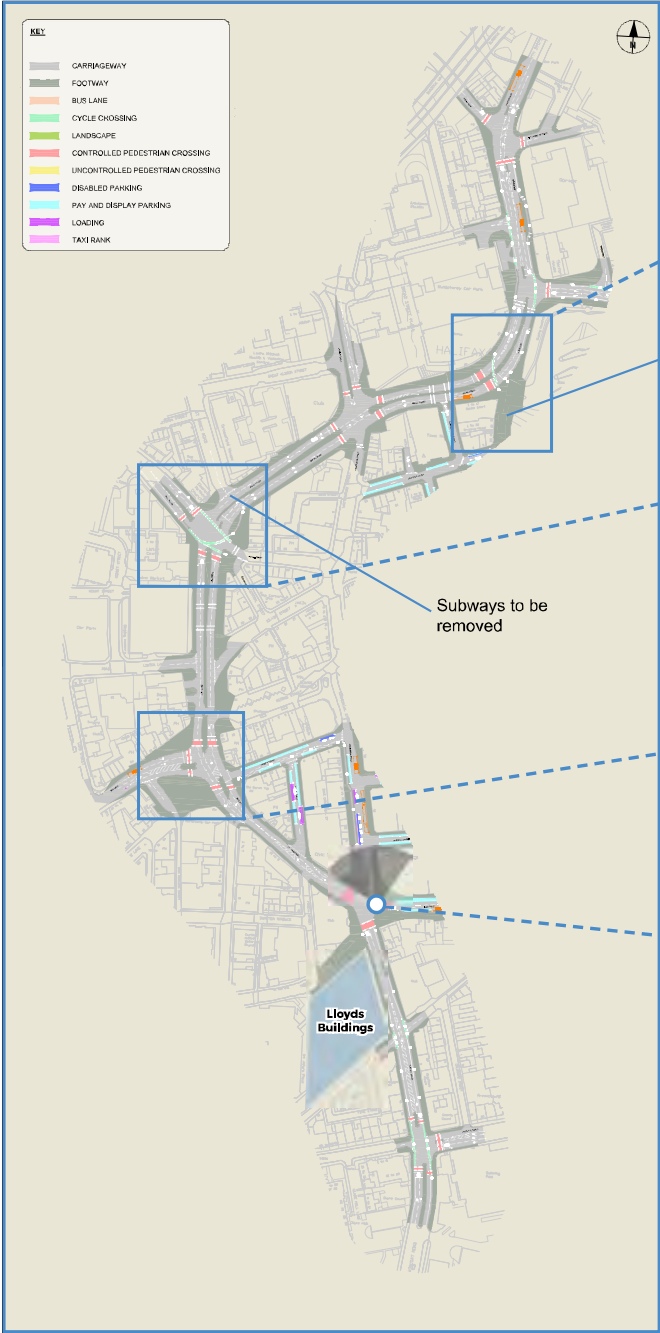
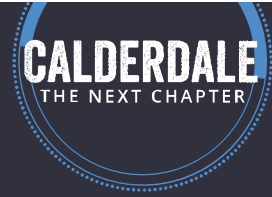
TAXI RANK



HALIFAX TOWN CENTRE – EASTERN ROUTE IMPROVEMENTS – CHURCH STREET, CRIPPLEGATE AND CHARLESTOWN ROAD

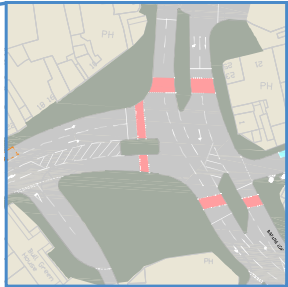
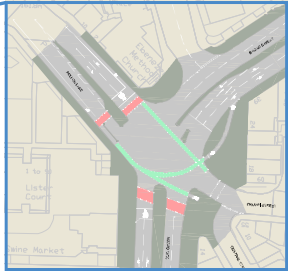
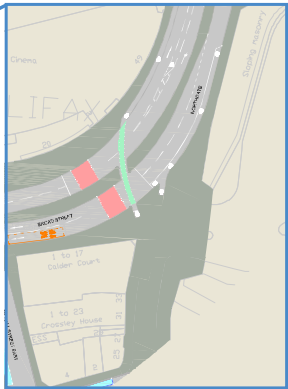


HALIFAX TOWN CENTRE – WESTERN ROUTE IMPROVEMENTS – FOUNTAIN STREET, COW GREEN AND BROAD STREET



Existing bus station
entrance to be closed

Subways to be
removed



Proposed improvements to Commercial Street

Appendix D

Information handout

HALIFAX TOWN CENTRE IMPROVEMENTS

CALDERDALE
THE NEXT CHAPTER

Thank you for taking the time to visit the exhibition. We hope you find this summary of the information on display helpful.

INTRODUCTION TO A629 HALIFAX TOWN CENTRE PROPOSALS

The transport infrastructure investments proposed for Halifax Town Centre comprise three key elements, the delivery of which is targeted to be completed for 2021:

- Upgrade of the eastern corridor (Church Street, Bank Bottom, Berry Lane, Charlestown Road) including developing an 'Eastern Gateway' through the creation of a public square and provision of improved pedestrian and cycle facilities from the Rail Station into Halifax Town Centre.
- Upgrade of the Northern Gateway (Northbridge, Broad Street, Cross Hills) into Halifax Town Centre and extensive public realm improvements in Halifax Town Centre including improvements to Market Street and the reconfiguration of bus movements.
- Enhanced Southern and Western Gateways (Wards End, Bull Green, Cow Green) in Halifax Town Centre.

THE VISION FOR HALIFAX

Enhancing the Historic Heart of Halifax through....

- Safety – reducing potential for conflict between vulnerable road users and motor vehicles
- Environment – reducing noise and air pollution
- Accessibility – increasing pedestrian and cycling activity and creating an environment where children and mobility impaired users feel more confident
- Economy – evidence from elsewhere demonstrates that improvements in the quality of Streetscape have led to a more vibrant local economy

KEY AREAS OF FOCUS

In order to deliver the improvements to the Town Centre, it is necessary to undertake highway improvements to the eastern corridor and western corridor. This will result in improved journey times for through traffic, especially at peak times.

The key areas of focus for the proposed improvements to Halifax Town Centre are shown below.



HALIFAX TOWN CENTRE IMPROVEMENTS

CALDERDALE
THE NEXT CHAPTER

THE WEST YORKSHIRE PLUS TRANSPORT FUND

The West Yorkshire Plus Transport Fund (WY+TF) has been created to specifically increase housing, employment and economic good growth across the West Yorkshire region and York. Part of this funding is designated to the 'A629 Halifax - Huddersfield Corridor' programme which will create an even better place to live, work and visit through road junction improvements and improvements to access and movements for all types of vehicles, cyclists and pedestrians.

Great progress has been made to date by Calderdale Council working in partnership with stakeholders to secure the necessary funding to take the proposals for Halifax Town Centre from concept ideas through to detailed design.

What is the WY+TF?

- £1bn investment in transport schemes across West Yorkshire & York to unlock 'Good Growth'
- Coordinated alongside LEP investment
- Once in a generation opportunity
- Calderdale have secured 15% of the fund value (for 8% of population)
- Calderdale's WY+TF schemes are:
 - The A629 corridor - £150m value scheme
 - Station Gateway
 - A641
 - Elland Station
 - A58

NEXT STEPS

Over the coming months, the planning application will be finalised and submitted to Calderdale Council for determination.

Prior to the submission of the planning application there will be a further opportunity to view and comment on the proposals.

If approved, a full Business Case for the scheme will be prepared and submitted to the West Yorkshire Combined Authority (WYCA) to release the funds required to physically deliver the Town Centre scheme, which is in the region of £40m.

GIVE US YOUR VIEWS

If you have taken away a comments form to complete at your leisure, please ensure to return it to the address stated on the form by 1st August 2017.

All comments will be reviewed and further updates on the proposals will be available ahead of submitting a planning application to Calderdale Council later in 2017.

Indicative timeline

	Late 2017	- Progress update and planning submission
	Mid 2018	- Submission of full Business Case to WYCA
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Appendix E

Comments form

Comments Form

Calderdale Council is registered with the information Commissioners Office (ICO) under the provisions of the Data Protection Act 1998. The Council takes its responsibilities under the Act very seriously.

The information provided by you is collected purely for the purposes of our consultation records and for providing you with updates on the proposed scheme going forward. We need to collect this information in order to include you on our email mailing list if you so wish. Your postcode provides us with an idea of where visitors to this public exhibition live in relation to the proposed scheme. It will not be used in a manner which would allow identification of your individual responses or shared with any third parties. Completion of this form/sharing your information with us constitutes explicit consent from you for us to process your data for this purpose. You may withdraw this consent at any time by writing to: Chris Hoesli, Corporate Projects, Calderdale Council, Town Hall, HX1 1UJ. In addition you have the right to see what information is held about you, to have inaccurate information corrected, to have information removed from our system unless we are required by law or a statutory purpose to keep it and the right to complain to the Data Protection Officer if you feel that your data has not been handled in accordance with the law. The Councils Data Protection Officer is Tracie Robinson and can be contacted at information_management@calderdale.gov.uk

Your name, contact details and eligibility are recorded electronically on our system to maintain up to date records. This information will be kept for a maximum of 10 years or until such time as the data is reviewed by us or removed at your request.

Name: Postcode:

Email:

PART 1: The first part of this form focuses on travel within Halifax Town Centre.

Q1) How often do you travel into Halifax Town Centre?

☐ Every day
 ☐ 2 – 3 times a week
 ☐ Once a week
 ☐ Once a fortnight
 ☐ Once a month
 ☐ Other

If 'Other', please state here:

Q2) What modes of transport do you typically use within the Town Centre?

☐ Car
 ☐ Bus
 ☐ Taxi / Private hire
 ☐ Train
 ☐ Cycle
 ☐ Walk
 ☐ Other

If 'Other', please state here:

Q3) What is your opinion of the proposals for Market Street - similar to the Southgate area (street outside 'Wilkinson's')?

☐ Good idea
 ☐ Bad idea
 ☐ Undecided

Please state the reason for your response here:

Q4) Would you like to see Commercial Street (outside the theatre) closed to traffic in the evening?

☐ Yes
 ☐ No
 ☐ Undecided

Please state the reason for your response here:

PART 2: The next part of this form relates to our proposals to make sustainable improvements to the public areas in Halifax Town Centre and create a greater sense of place.

Q5) Which features would you most like to see included in the public space in each of the following locations?

Bull Green:

☐

Seating

☐

Area for seasonal events

☐

Landscape planting

☐

Playful feature

☐

Accessible parking provision

☐

Creative lighting solutions

☐

Other

Market Street / Commercial Street:

☐

Seating

☐

Space for street trading or stalls

☐

Space for café seating

☐

Planters and trees

☐

Art/ sculpture

☐

Other

New 'Town Square' (outside Piece Hall / Library / Square Chapel):

☐

Seating

☐

Art / sculpture

☐

Planting / trees

☐

Way finding and visitor information

☐

Sustainable water feature

☐

Other

If 'Other' for any of the above, please state your suggestions here:

PART 3: Finally, on the basis of what you know and understand about the scheme, and the information presented at the public exhibition, we'd like to ask:

Q6) What do you think will be the main benefits of the proposed Town Centre improvements?

☐

Less traffic in the Town Centre

☐

Improved air quality

☐

Safer for pedestrians

☐

Improved accessibility

☐

Economic benefits

☐

Other

If 'Other', please state here:

Q7) Do you support the proposal for Halifax Town Centre improvements?

☐

Yes

☐

No

☐

Undecided

Q8) As a result of the proposed improvements to Halifax Town Centre, are you likely to travel into the town....?

☐

More often

☐

Less often

☐

At a similar frequency

☐

Unsure

If you have any further comments please state them here:.....

Thank you for completing this comments form.

To keep up to date on the project as it progresses, visit: www.calderdalenextchapter.co.uk

If you would like to post this comments form, the deadline is Tuesday 1 August 2017. Please send to the following address: **FAO WY+TF team, Calderdale Council, 1st Floor, Northgate House, Halifax, HX1 1UN**

APPENDIX E

PREVIOUS CABINET REPORT FROM JULY 2016

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 country.
- 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