Kirklees Cultural Heart

Strategic Outline Case

Kirklees COUNCIL

A report by

ipw... Turner & Townsend Queensberry Pegasus Group

October 2021

Basis of information

It is not possible to guarantee the fulfilment of any estimates or forecasts contained within this report, although they have been conscientiously prepared on the basis of our research and information made available to us at the time of the study.

Neither IPW…, nor the authors, will be held liable to any party for any direct or indirect losses, financial or otherwise, associated with any contents of this report. We have relied in a number of areas on information provided by the client (and other organisations), and have not undertaken additional independent verification of this data in all cases.

Confidentiality

This report contains confidential information and is not to be made public without the prior consent of IPW…, which may be given subject to the removal of any sensitive or confidential information.

COVID-19

It should be noted that this Report was prepared during the COVID-19 outbreak and ensuing change of circumstances. At the time of writing (October 2021) the economic consequences of the pandemic, both short and long-term, are still subject to speculation. Therefore, information provided and assumptions made, could date very quickly if Government Guidance changes or the impact on the entertainment and business events industry is more severe or lengthy than anticipated. Therefore, readers are advised to check the validity of any/all information provided, at the point of which any decisions are made/actions taken.

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ES. Executive Summary

Introduction

E.S.1 IPW… was appointed by Turner & Townsend on behalf of Kirklees Council (the Council) to prepare the Business Case for the Kirklees Cultural Heart project.

E.S.2 The Strategic Outline Case (SOC) is the first of three stages of business case development, that includes an Outline Business Case (OBC) and a Full Business Case (FBC) respectively. The purpose of an SOC is to confirm the strategic context for the project, make the case for change and determine a Preferred Way Forward. This SOC has been prepared using the Treasury Five Case Model methodology.

The Strategic Case

E.S.3 The Cultural Heart programme is a key Council led regeneration scheme in Huddersfield Town Centre. This is part of a wider blueprint for Huddersfield Town Centre to create:

- a vibrant culture, art, leisure and nightlife offer
- thriving businesses
- a great place to live
- improved access and enhanced public spaces.

Strategic context

E.S.4 This project strongly supports the delivery of some of the Council’s key strategic objectives. The Cultural Heart is one of six key regeneration areas and is seen as the catalyst for change in the town centre. It brings together Kirklees Council’s current cultural services into a holistic and seamless experience. The project has the potential to enhance the existing leisure and cultural offer available and attract more residents and visitors to its town centre.

E.S.5 The role of town centres has changed nationally and these changes have had an impact on Huddersfield Town Centre. The traditional shopping streets of Huddersfield have struggled in recent years with the challenge of internet shopping and the changing role of town centres resulting in higher vacancies and a higher proliferation of “discount” retailers. Residents and visitors are seeking experiences through leisure and culture and this project will support the provision of those amenities.

E.S.6 It also provides a major opportunity to increase its foothold on the cultural, entertainment and business events market by providing a platform to support the growth in events and putting Kirklees on the map as a destination for those events.

The Case for Change

The current situation

E.S.7 The Cultural Heart site area is approximately 7.8 acres and currently consists of the Queensgate Market (Grade II listed), the library and art gallery (Grade II listed), the Piazza Shopping Centre and the site of the former multi storey car park. In addition to the buildings there is an extensive network of tunnels servicing the Piazza Shopping Centre and the market.

E.S.8 The Council owns all of the key facilities and currently operates all of the facilities directly, with the exception of the Piazza Shopping Centre (which is managed by agents). The facilities are not maximising their potential reach, in particular due to the short opening hours for some. The net revenue cost in relation to all of the facilities combined is c£1.5m per annum.

Project objectives

E.S.9 The Cultural Heart project objectives are as follows:

- Re-develop the Queensgate area to compliment a modern-day town centre that will be busy, inclusive, family-friendly and stay open longer creating a tangible sense of community
- Create a vibrant and dynamic destination where visitors and residents of all communities and ages can gather and enjoy leisure, arts and music throughout the day, evening and into the night
- Be full of diverse and rich experiences that, not only bring people together, but are familiar, celebratory, and innovative and places Huddersfield's cultural heritage at the centre of the programme
- Be accessible, providing open opportunities to participate, learn new skills, explore and discover.
- Increase town centre footfall, supporting local businesses and venues, employees and creating new commercial opportunities making the proposition attractive to stakeholders.
- Adapt and respond positively from the lessons learned and the impact of the pandemic, particularly the changing needs and aspirations of the town centre's catchment population
- Have a masterplan that provides flexible spaces, high quality design and a variety of architecture bringing out the unique characteristics of the setting of the Cultural Heart and the listed buildings within it.
- Enhance the use of the retained buildings and structures as destinations, increasing public access, while enabling them to perform an increased number of municipal and commercial functions more effectively
- Encompasses the Councils 2038 Carbon Neutral Vision and policies encouraging sustainability and minimising the carbon footprint of the development
- Provide for the creation of high-quality digital and physical infrastructure

- Have a design where activities in the buildings spill out into a high-quality urban park that is welcoming, safe and with facilities for outside events of scale
- Maintain and enhance connectivity to the rest of the town centre and its neighbourhoods, including essential links to the University
- Create social value benefits
- Produce a master plan and completed assets that are financially viable and can be managed within affordable operational budgets.
- Be deliverable within agreed timescales and budget

Business needs and market assessment

E.S.10 A business needs and market assessment was undertaken for each of the major use types that may be included in the project. The key findings and the resultant facilities requirements are set out in Table ES.1.

Table ES.1 Summary of market needs and facilities required

Facility	Key findings of market assessment	Facilities required
Venue	• Huddersfield has a large catchment within a 30-minute (1,037,591) and 45-minute (3,571,224) drivetime. However, there is significant overlap in catchment with Leeds and Sheffield, within a 30-minutes drivetime, and a small overlap with the Manchester catchment. This leaves Huddersfield with a small unique catchment to attract audiences • The level of engagement and propensity to consume arts and cultural activities is in line with the national average • Number of small-scale entertainment facilities in the locale. Huddersfield Town Hall, The Parish and the Lawrence Batley Theatre, due to their adjacency to the Cultural Heart, are venues that are seen as key supporting elements to any new venue and not regarded as competition. • The core cities of Leeds, Sheffield and Manchester both have a large indoor arena capable of attracting national and international touring product, and a portfolio of other entertainment facilities up to 3,500	• Multi-purpose venue capable of accommodating both entertainment and business events • Scale of venue to be finalised at the next stage - options of between 800 seated/1,200 seated and standing and 2,500 seated and standing capacity being considered, reflecting market feedback and ambition programme for the Cultural Heart • Considering opportunity for flexible space to share with some of the other cultural uses e.g. gallery and exhibition space • Consideration of joint provision and management with Food Hall • Opportunity to develop esports facilities

Facility	Key findings of market assessment	Facilities required
	capacity, covering all key genres of entertainment. • New venue opening in Bradford (4,000 capacity) will also provide strong competition for any venue in Huddersfield • Based on the location, accessibility, presence of the University and ambition for the Cultural Heart scheme, a new venue would be able to attract a range of events (entertainment & business) with the right mix of facilities	
Library	• High number of annual visits – c.360,000 p.a. – suggesting hyper-local audience • Large number of IT uses (almost 60,000) – suggesting frequent visits and solid user base (c.14,000 members) • High student use of research rooms and study area • Potential for new facility to increase usage by 10-15% i.e. additional 36,000-54,000 p.a. • Demographic in often hard-to-reach groups; very different user profile to museum and gallery • Creates 'safe' environment – high access value for visitors – good 'front-door' facility	• New centrally located library • Multi-purpose flexible space for education, storytelling/performance, and book lending. • Children's library/reading area • Research space, including digital/computer terminal access • Exhibition area • Cafe (preferred; could be shared) • Minimum: Storage - primarily books, also display cases, staging etc. • Optimum: storage for Home delivery operation - this also requires vehicle access to a distribution point • Optimum: offices for local team • Potential for facility combining/sharing • Shared storage solution preferred on-site.
Museum	• Currently, the majority of museum visits come from within a 20 minute drive-time, therefore, a very local audience • 26,000 visits p.a. to Tolson accounts for just 18% of all museum visits in Kirklees • A centrally-located museum should have greater attractiveness – increasing to 30 minute drivetime alone could generate c.57,000 visits p.a.	• New centrally located facility • Shared storage solution preferred on-site • Minimum: Three exhibition areas that allow permanent, semi-permanent and touring/temporary exhibitions- areas should allow for display of large-scale items, such as weaving looms and vehicles • Optimum: an additional 2-3 smaller flexible exhibition areas, potentially to be co-programmed with library and/or gallery or even the venue

Facility	Key findings of market assessment	Facilities required
	• Large socio-economic gap in visitors (24% between upper and lower) and ethnic diversity (5% between white and BAME) • Collection's strength primarily in paintings; artefacts of significance are often large/industrial • Solution for Tolson could create complementary heritage offer	• Minimum: on-site storage for smaller number of artefacts, including area for set-up and take-down of exhibitions; also exhibition cases • Teaching and education spaces (can be shared) • Technical workshop: for repair, framing, etc • Cafe (preferred) • Optimum: Offices • Informal pop-up performance
Gallery	• Currently, the majority of gallery visits come from within a 20 minute drive-time, therefore, a very local audience • Current Gallery attracts 15,000 visits p.a. – a modest amount for a central location, reflecting a) subsuming of profile within library building, and b) limited space for large touring exhibitions • A new facility would have greater attractiveness – increasing to 30 minute drivetime alone could generate c.32,000 visits p.a. • Painting's collection currently under-exploited (value of collection is £50m) - needs permanent display area and secure storage nearby. • Galleries can be stand-alone exhibition facility servicing the needs of museum, library and conference markets, or integrated within each • Visitor demographic/challenges similar to museums	• Flexible exhibition spaces to accommodate a) Items from permanent collection, b) loaned items, c) touring exhibition/s, d) community/University exhibitions - these spaces can be configured in different size combinations depending on nature of exhibitions at any one time • Optimum: sufficiently large exhibition space to accommodate large scale works on loan • Storage: secure and environmentally controlled area that can accommodate entire civic collection; display cases; holding area for exhibition take-down and set-up • Technical workshop: repair, framing, etc. • Pop-up performance area • Cafe (preferred) • Optimum: offices • Optimum: screen room • Teaching/education spaces (can be shared) • Shared storage solution preferred on-site
Food Hall	• A well-built food hall can be a key feature of a real estate project. With an exciting selection of food from around the world, a good food hall has a feeling of authenticity that pulls in daytime and evening diners.	• A footprint size of between 800 to 1,500 sqm (net) • Assumed gross 2,000sqm • A plant zone to serve the area with air changes and incoming services and a floor slab clear of obstruction and ready for finishes to be applied

Facility	Key findings of market assessment	Facilities required
	• The food hall can provide an interface with the other cultural uses which in turn increase the footfall to the food hall itself. • Food halls showcase local identity, and also serve nearby office and residential communities and promote local industries and small businesses. • Food Halls have an offer that suits the convenience lifestyle and has the degree of flexibility needed for today's consumer. • Customers like that they don't need to pre-book or pay a deposit; the ability for different members of their party to choose their own dishes, not bound by what the others want; and they like the "artisan" food, cooked in front of them from real ingredients.	• A connection to external areas to provide outside seating and dining space • Opportunity to provide F&B provision for the other cultural uses • Can provide the 'glue' to link other uses in the Cultural Heart • Potential to link management with the Venue
Car Park	• The Census data indicates that over a third of households in Huddersfield do not have access to a car. This is greater than the proportion for Kirklees (26%) as a whole. • In Huddersfield town centre, the total number of car parking spaces for public use (excluding dedicated disabled user parking) is just under 5,500. The Council owns and operates 51% of these spaces, and the private sector 49%. Off-street car parks provide 85% of the spaces, and on-street 15% in Huddersfield. • In Huddersfield, the average weekday peak occupancy was between 12:00 and 13:00 at 70%. The average length of stay across Huddersfield was just under three hours. • The university currently operates 686 car parking spaces for staff and visitor use, across 16 sites around campus. The majority of spaces are for staff use and only those with	• 500 space MSCP • Electric Vehicle charging points to be provided • Confirmed MSCP needs to be at the south of the site • Potential for other uses to be integrated into the building block including library and gallery overspill from the adjoining Market Hall • Potential for sustainable design with alternative legacy use • Potential to utilise other parking locations near town centre (University, Sainsburys, Stadium) for larger events

Facility	Key findings of market assessment	Facilities required
	permits (priced at £740 per annum) are allowed to park on campus, with entry restricted by barriers. There is a waiting list of approximately 200 for staff permits.	
Urban Park	• Providing an urban park gives an opportunity to not only enhance the public realm and provide a quality space but to also create connections and linkages to other parts of the town. • Currently, the ring road causes a disconnect between the town centre and the University of Huddersfield, exacerbated by the service tunnels and blanket wall structure of the Piazza. With the development of an urban park there is an opportunity to draw the university into the town centre as well as being an improved space for the public and visitors to engage with. • Opportunity to incorporate an outdoor event space as part of the urban park • The overall ambition for the urban park is to create enhanced public realm and green spaces within a flexible, multi-functional space that complements the existing and new cultural uses and brings people into the new cultural heart. • The Council has commissioned a separate outdoor venue feasibility study. TG Events have been appointed to review all outdoor spaces across Kirklees to understand their scope for outdoor events. The study will also consider event site plans for the sites most suitable for outdoor events, with the idea of increasing events delivery and commercialising them. The outcomes of that study will be incorporated in to the OBC.	• Outdoor space to support the core facilities, enhanced public realm (subject to wider site layout/ opportunities) • Potential for permanent outdoor performance area and structures [study currently being undertaken by the Council and will be further explored at OBC]

The scope of the project

E.S.11 The scope of the overall scheme is to redevelop the 7.8 acre (approx.) site in Huddersfield Town Centre to provide the following core facilities:

- A new event space/entertainment venue of between 1,200 and 2,500 capacity
- Museum
- Art Gallery
- New library (and potentially archive front of house tbc.)
- A Food Hall
- Urban park
- New multi-storey car park
- Improved linkage to the University
- Demolition of the Piazza
- Potential additional commercial uses including hotel, restaurants, bars and in the medium term offices and residential.

Project benefits, risks, constraints and dependencies

E.S.12 The Case for Change identified the key benefits of the project as follows.

Table ES.2 Project Benefits

Description
1. Increased number of visitors to Huddersfield
2. Increased visitor stay and spend in Huddersfield
3. Increased level of usage of cultural facilities by residents
4. Higher national and regional profile for the town
5. Additional economic Gross Value Added (GVA) to Kirklees
6. Generate new FT and PT jobs
7. Catalyst for further private sector investment in town centre (in retail, leisure and accommodation sectors)
8. To support the delivery of the Huddersfield Blueprint
9. Greatly enhanced community facilities
10. Protecting key cultural assets and cultural benefit
11. Enhanced green amenity in the town centre

[redacted]

E.S.14 A full risk register for the project has been developed, and a risk management process put in place.

The Economic Case

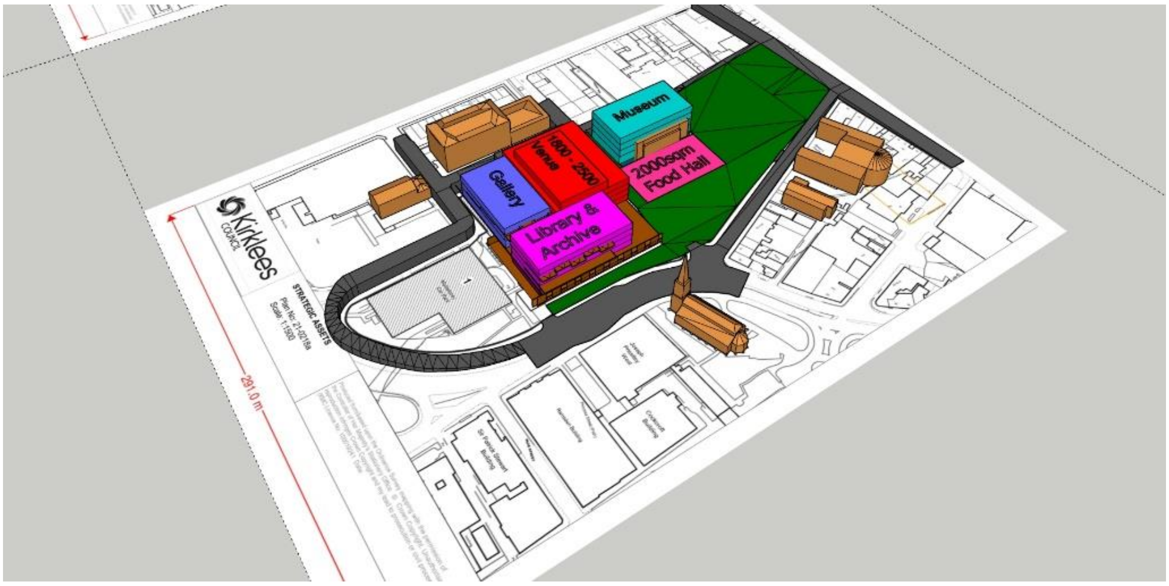
E.S.15 A total of 15 long-list options were developed and assessed. This included 13 project options, each comprised of the core facilities required at varying scales (e.g. small, medium and larger scale venue) and in different grouped combinations (in terms of uses grouped in areas of the site) and on different parts of the site. A Business As Usual and Do Minimum Option was also scoped out.

E.S.16 The long-list of options was assessed against 18 key criteria, using a RAG (Red, Amber, Green) methodology, during facilitated workshops with the SDP and the Council. As set out above, the site constraints played a significant role in reducing the number of deliverable options. The assessment resulted in the identification of a Preferred Way Forward (with two venue variants) and two other project option alternatives.

E.S.17 The Preferred Way Forward is Option 10b, as shown in Figure ES.1. This provides for the Gallery and the Library to be located into the refurbished Market Hall. The Gallery has the potential to exhibit national quality exhibits in a high quality built environment as well as take national touring exhibits. This will attract visitors from beyond the town, from the region and nationally. The Library is the largest footfall driver and as such the greatest number of local residents will have the best environment to use the library services. The Venue will be new build, as it is in all options, and we will continue to develop the final preferred scale of the venue at the next stage. It will be multi use for entertainments, conferencing, exhibitions and events. It will likely dovetail its activities with the other gallery and exhibition spaces proposed for the library, museum and the gallery. A majority of the museum at Tolson will move into the town centre into the refurbished library building, potentially taking advantage of the service tunnels/undercroft space for an exciting exhibit space. The Food Hall will be new build and provide the ‘glue’ to bring together all of the other features and support the F&B requirements in each of the individual spaces. It will open out into the urban park which is maximised in this option. The park will encourage the permeability of the scheme providing the easy link with the university and opening out the Laurance Batley Theatre and the Town Hall so both venues can be properly integrated into the Cultural Heart scheme.

E.S.18 Option 10b as the Preferred Way Forward maximises the assets that are available, in particular the heritage buildings, a strong town centre profile and urban park, creates a platform for improved services, whilst being deliverable and achievable in the project timetables. It has the strongest sustainability and financial credentials and in addition provides additional land for potential future development at the north of the site.

Figure ES.1 Preferred Way Forward – Option 10b



Criteria																	
Deliverability							Social Impact			Cultural Impact			Economic Impact			Strategic Impact	
Criteria 1	Criteria 2	Criteria 3	Criteria 4	Criteria 5	Criteria 6	Criteria 7	Criteria 8	Criteria 9	Criteria 10	Criteria 11	Criteria 12	Criteria 13	Criteria 14	Criteria 15	Criteria 16	Criteria 17	Criteria 18
	+		++	+	+		+			+				+			++

E.S.19 Therefore, a total of four short-listed options will be considered at the OBC stage, namely:

- Business as Usual (BAU)
- Do Minimum (minimum required to deliver on project objectives – likely to be a combination of refurbishment and repositioning of existing facilities/buildings)
- Preferred Way Forward (Option 10b) with
  - 1,200 total capacity venue with 800 seated
  - Up to 2,500 total capacity venue.

Commercial Case

E.S.20 The commercial case sets out the working assumptions relating to the procurement and contracting of the key services required to deliver the Preferred Way Forward. These include:

- The Council appointment of a Strategic Development Partner (Turner & Townsend) to manage the programme on its behalf
- The professional team procurement via the SBS Framework using a NEC4 Professional Services Contract, anticipated appointment in October 2021

- The construction procurement approach is being developed through a series of workshops between the SDP, Kirklees Council and Addleshaw Goddard. A key factor is that there are a limited number of contractors with the relevant skills and experience to deliver a programme of this complexity and scale. The current working assumptions for developing the procurement strategy include: a 2-stage procurement process, either through a framework or restricted process concluding in a single contractor on the programme site at any one time, with the option to have separate enabling and construction stages. The form of contract is to be agreed, however the most likely procurement route is a Design and Build contract form, subject to definition of design detail around the listed building elements of the programme.

- It is likely that there will be a mix of operational/management approaches across the site, including direct Council operation (e.g. Library, Gallery and Museum) and third party operators or tenants (e.g. Venue and Food Hall). The form of contract for the external operators will depend upon the market appetite for each facility, and the procurement process will need to take this into consideration

Financial Case

E.S.21 The estimated capital cost of the Preferred Way Forward is £196m including fees and contingency but excluding build cost inflation. This is only just below the Council's indicative budget of £200m. Adding inflation to the first quarter of 2024 takes the overall cost to £210m, c£10m above the historic budget. This scheme includes the construction cost of the revenue generating replacement car park. As the scheme develops at OBC stage further analysis of the costs will be undertaken to account for exploring shared space propositions and best fit into the existing refurbished buildings and a more defined demolition and construction strategy.

E.S.22 The anticipated operational impact of the Preferred Way Forward on the Councils current revenue position for the current facilities is expected to be limited only to the additional costs of operational changes. The new venue is expected to have no operational financial impact on the Council and the new Food Hall would provide an additional [redacted] per annum of revenue and the car park is expected also to have a positive revenue impact.

E.S.23 There is the potential for additional built development for secondary/commercial activities and these would provide additional future revenues. The scale of the revenues would be based on a separate business case depending upon the future developments proposed.

[redacted]

E.S.25 There would be additionally savings to the Councils expected future capital spend on the current facilities which would need to be incurred under the Business as Usual scenario.

E.S.26 The biggest impact on the Council in both the income and expenditure account and its balance sheet would be as a result of the additional Council borrowing required to fund the project. At this stage we understand that an amount of c.£200m has been included in the Councils medium term treasury plan for the project.

E.S.27 Whilst the scheme is a major investment for the Council in both capital and revenue terms the economic and social impact will be very significant. The SOC recognises that the scheme will attract between 750,000- 1,000,000 visitors and they will generate a large GVA for the town and the authority, let alone the region. These visitors will be from a local, regional and national catchment and subsequently we expect the GVA for the project to be a major boost to the social, economic and cultural fabric of the area. A full economic assessment will be carried out at OBC which will quantify the GVA.

Management Case

E.S.28 The management case is relatively well developed for this stage of a project. The project governance structures are established including a Programme Board, Committees, Working Groups and Workstream resourcing. The Council's use of specialist advisors has been established and further procurements are ongoing.

E.S.29 The key programme milestones are as follows:

- Gateway 1 SOC – Nov 2021
- Gateway 2 OBC – July 2022
- Planning application submitted – July 2022
- Gateway 3 detailed design – March 2023
- Demolish commencement – Dec 2023
- Practical completion – Dec 2025

E.S.30 The change management and risk management systems are clearly defined, and the SDP will continually monitor the programme as the project evolves.

Next steps and contacts

E.S.31 The Councils cabinet is set to review and requested to approve the SOC in November, the architectural and multidisciplinary design teams will commence works, supported by the venue planning team, on the development of the facility descriptions for each of the facilities in October. The next stages of the OBC will be progressed including the detailed financial and economic impact assessment for the Preferred Way forward. These works are likewise due to commence in October.

E.S.32 For further information on the SOC contact [redacted] IPW...

1. Introduction

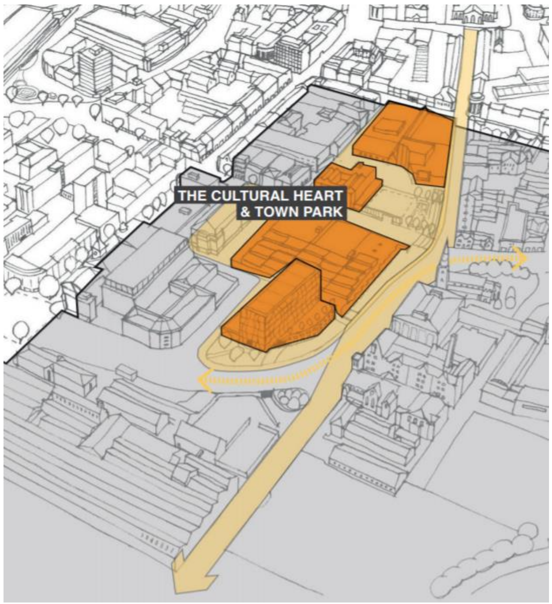
Introduction and background

1.1 IPW… was appointed by Turner & Townsend on behalf of Kirklees Council (the Council) to develop the Business Case for the Kirklees Cultural Heart project.

1.2 The Cultural Heart is part of a wider blueprint for Huddersfield Town Centre to create a vibrant culture, art, leisure and nightlife offer, thriving businesses, a great place to live, improved access and enhanced public spaces.

1.3 The Cultural Heart is a key Council led regeneration scheme in Huddersfield town centre. The overall site area is 7.8 acres and consists of the Queensgate Market (Grade II listed), the library and art gallery (Grade II listed), the Piazza shopping centre and the site of the former multi story car park. In addition to the buildings there is an extensive network of tunnels servicing the Piazza shopping centre and the market. The scope of the regeneration is to redevelop the area in its entirety to provide the following core facilities:

- A new event space/entertainment venue
- Museum and art gallery
- New library
- A food hall
- Urban park and outdoor events space
- Demolish the Piazza
- New multi-storey car park
- New/improved links to the University
- Additional uses potentially including hotel, restaurants and bars.



Purpose of a Strategic Outline Case

1.4 The Business Case development process, as set out in 'Better Business Cases', includes the following three key stages:

- Stage 1: Scoping the scheme and preparing the Strategic Outline Case (SOC)
- Stage 2: Planning the scheme and preparing the Outline Business Case (OBC)
- Stage 3: Procuring the solution and preparing the Full Business Case (FBC)

1.6 The purpose of an SOC is as follows:

- To confirm (or reaffirm) the strategic context for the project
- To make the Case for Change; and
- To determine the 'Preferred Way Forward'

1.7 This report sets out the Strategic Outline Case (SOC) for the project and has been prepared using the Five Case Model methodology.

Structure of report

1.8 This report is structured as follows:

- Section 2: **Strategic Case** - sets out the strategic context of the project including an identification of how the project fits within local, regional and national strategies, as well as identifying the project objectives. It presents the case for change, through identification of the service gap, a market assessment for each of the proposed uses, outlining the project scope and identification of the anticipated project benefits, constraints, dependencies and risks
- Section 3: **Economic Case** - details the long-list of project options identified and the outcomes of the long-list options appraisal to identify a preferred way forward
- Section 4: **Commercial Case** – sets out the early thinking on the commercial case for the project, including an overview of how the Preferred Option will be managed and procured effectively
- Section 5: **Financial Case** – sets out indicative financial information and working assumptions relating to the Preferred Way Forward
- Section 6: **Management Case** – sets out the management case for the project, detailing the programme management and governance arrangements, project timetable and risk management arrangements
- Section 7: **Summary and conclusions**.

2. The Strategic Case

Introduction

2.1 This section sets out the strategic context for the project and presents the case for change, including the following key elements:

- an organisational overview of the Council
- identification of the Council's business strategy and aims, as set out in its key economic and spatial strategies
- the wider strategic context
- an overview of the existing arrangements and identification of the service gap
- a summary of the market assessments undertaken in relation to the core Cultural Heart uses (i.e. venue, museum, gallery, library, archive) and commercial supporting uses, including the Food Hall
- setting out the scope of the project and
- identification of the anticipated project benefits, constraints, dependencies and risks.

STRATEGIC CONTEXT

Organisational overview

2.2 This project is owned by Kirklees Council (the Council) and falls under the governance of the Council's Growth and Regeneration department.

2.3 Kirklees Council is the local authority providing local government services for the borough of Kirklees in West Yorkshire, England. It is a Metropolitan District Council and one of five constituent councils of the West Yorkshire Combined Authority. The Council is composed of 69 councillors, three for each of the district's 23 wards.

2.4 Kirklees Council was established in 1974 by the Local Government Act 1972, with the first elections being held in advance in 1973. The Council was initially a second-tier authority, with West Yorkshire County Council providing many key services. However, the metropolitan county councils were abolished by the Local Government Act 1985, and so in 1986 Kirklees Council took over responsibility for most of these functions within the borough.

2.5 Since the Council's inception it has been controlled by both Labour and the Conservatives at times. From 1999 to 2018 the Council was under no overall control as no political party held a majority of seats. Labour gained overall control of the Council in 2018. Following the 2019 elections again there is no overall control of the Council, and it currently operates as a minority Labour administration.

[redacted]

Figure 2.1 **Huddersfield Library**

Figure 2.2 **Queensgate Market**

Business strategy and aims

2.7 The Council's business strategy and aims are set out in its key economic and spatial strategies.

2.8 Table 2.1 sets out the relevant strategies and how this project fits or could contribute to the key aims and objectives of each. A review of each of the key documents is provided in Appendix A.

Table 2.1 Local strategic fit

Strategy	Project fit/ contribution
Huddersfield Blueprint – 10 year vision	✓ A ten-year vision aimed at kick-starting the regeneration of Huddersfield town centre ✓ Cultural Heart one of six key regeneration areas ✓ Cultural Heart will be the catalyst for change in the town centre, and the most iconic vision within The Blueprint ✓ Open up the area for a large family-friendly Town Park ✓ Make it easier for pedestrians and cyclists to move around the town centre
Huddersfield Blueprint – Cultural Heart Vision	✓ Cultural Heart uniquely brings together Kirklees Council's current cultural services into a holistic and seamless experience ✓ Builds on the achievements of the town's generations of innovators ✓ Friendly, accessible, and welcoming to all, it will be multi-purpose and multi-agency with experimentation, education and experience at its very core
Kirklees Economic Strategy 2019-2025	✓ Growing an inclusive and productive economy ✓ Provide the flexibility to plan for change and sustainability ✓ Respond to the impacts of Brexit
Culture Kirklees	✓ Work with communities and volunteers to care for collections and buildings and jointly curating exhibitions which reflect the interests of the community and tell their stories ✓ Enable communities to plan and deliver their own cultural activities and events rather than provide for them

Strategy	Project fit/ contribution
	✓ Increase the income generated from activities plus attract more external investment ✓ Greater collaboration with public sector partners, businesses, and community organisations
Kirklees Local Plan Strategy and Policies	✓ Strengthen the role of town centres to support its vitality and viability ✓ Enhance the main cultural hub within the town centre ✓ Protect and enhance the characteristics of the built, natural and historic environment, and local distinctiveness which contribute to the character of Kirklees
Library Strategy	✓ Developing links with other services and partners to deliver initiatives in local communities ✓ Meet community needs and maximise the impact on early intervention and prevention ✓ Ensure an efficient and cost-effective delivery model
Kirklees Joint Health and Wellbeing Strategy	✓ Support the innovative approaches required to enable change, given the changing needs of local people and the current economic climate ✓ Provide a context, vision, and overall focus for improving the health and wellbeing of local people and reduce inequalities
Kirklees Events Policy	✓ Identifying key council-controlled spaces, highlighting the types of events that will be suitable for different high profile and in demand spaces and setting clear conditions and criteria by which applications to use Council land will be assessed ✓ Use a wide range of events and festivals as an opportunity for celebration, civic pride and for communities to come together in shared experiences
Invest in Kirklees	✓ The Cultural Heart is part of the Council's ambitious new plans which could see almost £500m invested over the next 10 years to transform the district ✓ The industrial heritage, quality schools and colleges and a unique mix of thriving town centres, picturesque countryside and iconic villages, make Kirklees a place widely recognised for its quality of life
Library ambition	✓ Increasing reading, literacy, and early language development ✓ Improving digital access and literacy ✓ Supporting everyone to achieve their full potential ✓ Supporting everyone to live healthier and happier lives ✓ Enabling greater prosperity ✓ Building stronger, more resilient communities ✓ Offering everyone access to culture and the opportunity to be creative
Culture, Heritage and Tourism Strategies	✓ Support the cultural sector including cultural organisations, creative businesses, freelancers and voluntary and community arts organisations, to recover from the impact of Covid-19 including business and skills development

Strategy	Project fit/ contribution
	programmes; supporting them to develop new business and delivery models; generate more income; and work together to develop a strong infrastructure. ✓ Develop cultural programmes which achieve outcomes related to learning, health and well-being, cohesion, town centre regeneration and youth employment and also enable communities to produce their own cultural activities ✓ Establish a global reputation for Kirklees for its creative approach to music and textiles and using these assets to bring communities together and promote the district plus using cultural and heritage activities to create attractive places and integrate a cultural offer into non-traditional venues such as town and village streets, parks, community centres and markets to open up access.
Huddersfield public art plan	✓ Improve the centre of Huddersfield alongside the developments laid out in the Huddersfield Blueprint ✓ Utilise the power of temporary interventions to stimulate new perceptions ✓ Reimagine Huddersfield town centre ✓ Support and influence future decision-making to embed the arts into new developments rooted in the rich heritage of the area, diverse communities and unique landscape.
Kirklees public art policy	✓ Attract new developments that create quality places and make a positive difference to how people experience the places in which they live and work ✓ Diverse communities and young people to be integral to the creative engagement and thinking ✓ Public art integrated into regeneration and development schemes built on best practice and partnerships to achieve the highest quality public art and public realm ✓ The diverse local heritage and stories to be visible, shared and celebrated

2.9 This project strongly supports the delivery of some of the Council's key strategic objectives. The Cultural Heart is one of six key regeneration areas and is seen as the catalyst for change in the town centre. It brings together Kirklees Council's current cultural services into a holistic and seamless experience.

2.10 The project has the potential to enhance the existing leisure and cultural offer available and attract more residents and visitors to its town centre.

2.12 The role of town centres has changed nationally and thus these changes have had an impact on Huddersfield Town Centre. The traditional shopping streets of Huddersfield have struggled in recent years with the challenge of internet shopping and the changing role of town centres resulting in higher vacancies and a higher proliferation of "discount" retailers. Therefore now citizens are seeking experiences through leisure and culture and this project will support the provision of those amenities.

2.13 It also provides a major opportunity to increase its foothold on the entertainment and business events market by providing a platform to support the growth in events and putting Kirklees on the map as a destination for those events.

Other relevant strategies

2.14 This project sits within a broader strategic context, ranging from regional plans to build on the city regions strengths to a national level push to become a hub for cultural and creative activities.

2.15 The key relevant strategies and the potential project fit is summarised in Table 2.2, and a review of each of the key documents is provided in Appendix A.

Table 2.2 Regional and national strategic fit

Strategy	Potential project fit
West Yorkshire Economic Recovery Plan	✓ Capitalise on pro-environmental behaviours ✓ Build on city region strengths, delivering investment opportunities, jobs & better health outcomes ✓ Cementing existing strengths in digital and manufacturing and addressing digital skills and access gaps
Leeds city region strategic economic plan	✓ Address long term challenges, unlock opportunities and fulfil the City Region's potential ✓ Become a positive, above average contributor to the UK economy ✓ Seek to exceed the national average on high level skills and to become a NEET(not in employment, education or training)-free City Region ✓ Make good progress on Headline Indicators of growth and productivity, employment, earnings, skills and environmental sustainability
Leeds city region culture and creative industries proposition	✓ Maximise the potential of culture and creative industries in driving economic recovery in West Yorkshire ✓ Enhance quality of life
Leeds city region industrial strategy	✓ Accelerate economic growth across the City Region through technology and innovation ✓ Make sure the environment promotes healthy lifestyles and is fit for future generations to enjoy ✓ Put health at the heart of the region ✓ Address the productivity gap with the rest of the UK
Let's Create Strategy 2020-2030 (Arts Council England)	✓ Become a hub for cultural & creative activities

Strategy	Potential project fit
	✓ Give access to a range of cultural events in towns and rural areas from all economic and social backgrounds
National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG)	✓ Support the role of town centres by taking a positive approach to their growth, management and adaptation

2.16 The Cultural Heart project can be deemed to have regional influence and significance as Huddersfield has been identified as an Urban Growth Centre Spatial Priority Area in the Leeds City Region Strategic Economic Plan. Priorities include supporting mixed infrastructure including employment, commercial and residential opportunities. This project has the potential to deliver on those priorities. The project will also maximise the potential of culture and creative industries in driving economic recovery in West Yorkshire.

2.17 From a national planning policy perspective, local authorities can take a leading role in promoting a positive vision for town centres, bringing together stakeholders and supporting sustainable economic and employment growth. The Cultural Heart project has been a Council led scheme that envisions a new town centre which is family friendly, future focused, resilient and flexible to change. The project is also seeks to change the cultural dynamic of the town and provide a more engaging offer. This follows the guidance of the NPPF/NPPG which states that local authorities need to consider structural changes in the economy, in particular changes in shopping and leisure patterns and formats and the impacts these are likely to have on individual town centres.

Strategic Sustainability Strategy (executive summary extract)

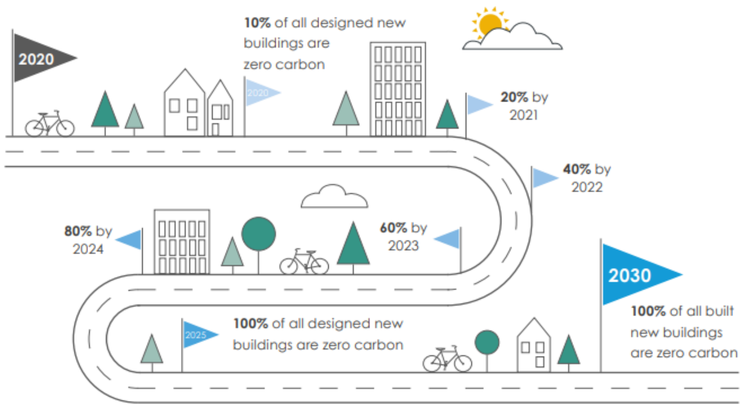
2.18 National, regional, and local governments have declared climate emergencies with accompanying net zero carbon targets. Within the West Yorkshire Combined Authority and Kirklees Council there is a Net Zero Carbon target for 2038, and the 2019 Climate Emergency Declaration and the Kirklees Air Quality Strategy and Five Year Air Quality Action Plan emphasises the importance of delivering Net Zero Carbon programmes and projects in the statement:

> *"At 2017 emissions levels, Kirklees would use this entire [carbon] budget within 7 years from 2020. This means that Kirklees, as a district, needs to reduce its emissions as an urgent priority"*

2.19 Regeneration programmes, such as the Cultural Heart, must deliver in line with net zero aspirations to support the wider transition to a net zero economy and to meet the requirements of the Councils declarations. A net zero economy and net zero carbon design, construction and operation cannot be achieved overnight, but will be a process of incremental and positive actions to meet 2038 targets. The implementation of progressive and positive step change must be embraced to support the Councils' declaration of a Climate Emergency.

2.21 The Cultural Heart programme has an opportunity to showcase how sustainability can be embedded in an ambitious regeneration programme, to demonstrate positive net zero carbon design and construction, and to be a regional and national exemplar of sustainable development within a local authority context with potentially constrained resources.

Figure 2.3 LETI Roadmap to net zero construction



Source: LETI Climate Emergency Design Guide

2.22 A Sustainability Strategy Report has been produced by Turner & Townsend that outlines the steps that should be taken by the Council and its delivery partners to achieve net zero and wider sustainability aspirations. The report has been designed to align to the Kirklees Climate Emergency declaration as well as the regeneration aspirations of the Cultural Heart Programme. The report also considers national trends that will need to be reflected in current plans or which will be integrated over time to future proof the regeneration programme in terms of increasingly wider ranging sustainability and climate regulations. The overall aim of the strategy is to:

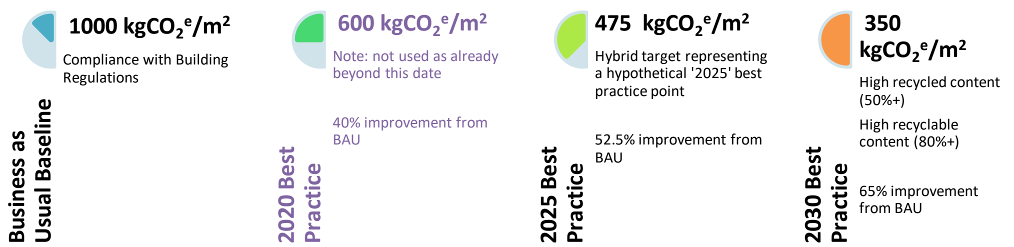
- Define a Net Zero Carbon and Climate Resilience Strategy for the Cultural Heart Programme - outlining and considering options to meet Climate Emergency aspirations.
- Align the programme of works to Kirklees Council strategic objectives, policies and general feedback received, notably to support the delivery of the Net Zero Carbon (NZC) emissions 2038 target.
- Establish a framework of topic-specific focus areas to deliver a sustainable Cultural Heart
- Establish sustainability and net zero carbon targets and metrics that can be adapted and aligned to core programme, project, and council wide KPIs and targets
- Outline a performance management, assurance and reporting framework, ensuring transparency around the carbon performance of the programme of works and individual projects over defined timescales.

2.24 This strategy therefore addresses the wide range of sustainability topic areas that are now vital to realising net zero, sustainable schemes. Each key theme that has been identified is supported with a vision, strategic approach, and delivery approach. Proposed key performance indicators (KPIs) are included for review and agreement, but further support the delivery of each theme to deliver in-line with Climate Emergency and net zero aspirations.

2.25 A suggested governance structure includes the creation of a Kirklees Council Net Zero Carbon and Sustainability Committee to provide a dedicated gateway for decision making prior to Cultural Heart project and programme board approvals. It is suggested that this group includes consultees who contributed to this report as well as an appointed third-party specialist. This approach combines project management and sustainability expertise to highlight the critical importance of delivering on sustainability requirements, while also being a conduit to share best or innovative practice across the Cultural Heart programme. This recognises that sustainability and net zero aspirations are among many likely critical success factors. Programme-specific priorities should be agreed with minimum standards, so that decisions can be made through a timely and confident process.

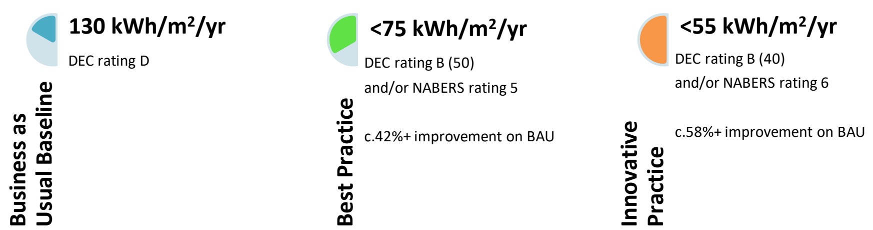
2.26 The targets within the report are reflective of industry benchmarks and best and innovative practices to allow decisions to be made for the Cultural Heart programme whilst recognising that there will potentially be competing budgetary and other pressures. The suggested minimum standards and stretch standards can be used as required whilst still representing a positive progression from recognised business-as-usual baselines (as noted in the below graphics). It is proposed that these are supported by certification through recognised bodies such as BREEAM, the UKGBC and NABERS.

Figure 2.4 Embodied Carbon



Data source: LETI embodied carbon target alignment publications

Figure 2.5 Operational Carbon



Data source: RIBA Sustainable Outcome Metrics (2030 Challenge)

Objectives

2.27 The project objectives were developed and provided by the Programme Board (membership of which is set out in Section 6). The Programme Board wanted to drive forward and co-ordinate delivery of the project in a way that would:

- Re-develop the Queensgate area to compliment a modern-day town centre that will be busy, inclusive, family-friendly and stay open longer creating a tangible sense of community
- Create a vibrant and dynamic destination where visitors and residents of all communities and ages can gather and enjoy leisure, arts and music throughout the day, evening and into the night
- Be full of diverse and rich experiences that, not only bring people together, but are familiar, celebratory, and innovative and places Huddersfield's cultural heritage at the centre of the programme
- Be accessible, providing open opportunities to participate, learn new skills, explore and discover.
- Increase town centre footfall, supporting local businesses and venues, employees and creating new commercial opportunities making the proposition attractive to stakeholders.
- Adapt and respond positively from the lessons learned and the impact of the pandemic, particularly the changing needs and aspirations of the town centre's catchment population
- Have a masterplan that provides flexible spaces, high quality design and a variety of architecture bringing out the unique characteristics of the setting of the Cultural Heart and the listed buildings within it.
- Enhance the use of the retained buildings and structures as destinations, increasing public access, while enabling them to perform an increased number of municipal and commercial functions more effectively
- Encompasses the Councils 2038 Carbon Neutral Vision and policies encouraging sustainability and minimising the carbon footprint of the development
- Provide for the creation of high-quality digital and physical infrastructure
- Have a design where activities in the buildings spill out into a high-quality urban park that is welcoming, safe and with facilities for outside events of scale
- Maintain and enhance connectivity to the rest of the town centre and its neighbourhoods, including essential links to the University
- Create social value benefits
- Produce a master plan and completed assets that are financially viable and can be managed within affordable operational budgets.
- Be deliverable within agreed timescales and budget

THE CASE FOR CHANGE

COVID-19

2.28 This strategic outline case has been prepared during the COVID-19 outbreak and ensuing change of circumstances. At the time of writing (October 2021) the economic consequences of the pandemic, short and long-term are still subject to speculation, however, there has been a significant impact across a range of sectors, including the entertainment, culture and business events industries.

2.29 It has been assumed that by the time that new cultural facilities open following development, the entertainment, business events and wider visitor markets will have re-established themselves to 2019 levels. The implications of COVID-19 will be discussed further in this strategic outline case.

2.30 COVID compounds some of the existing reasons for developing the Cultural Heart project, primarily addressing some of the shortcoming within the existing cultural infrastructure in the town. Specifically:

- Tolson Museum: Kirklees Council decided in 2018 that the existing museum facilities at Tolson should be closed down and a new use found for the building in line with the charitable purposes of the Trust that owns it. This requires new museum facilities to be found for exhibition and storage
- Library building: the current building from the 1930s is in a poor state of repair and requires extensive remedial attention
- Gallery building: as per the library building. In addition, there has been water ingress into the art store necessitating the entire collection to be relocated while remedial work is undertaken
- Storage: currently the museum collections and the civic archives are housed in several buildings across the Kirklees estate, none of which meet required environmental standards and, in the case of the archives, has resulted in the threat of the Council potentially jeopardising its status as legal custodian

Consultation

2.31 IPW… has planned a wide range of consultations to take place throughout the development of the business case.

2.32 We have undertaken the following consultations to date with internal Council stakeholders:

- Individual meetings with nine Council Heads of Service
- Five Group consultations encompassing specific topics with key Council Officers covering: Museums, Venue, Library, Archive and Development

2.33 The key topics explored with internal stakeholders were:

- Their relationship/involvement to date with the Cultural Heart project

- Which of the principal objectives of the project is of most importance to them/their service area

- View on Huddersfield's cultural offer in its current state

- What differences would they like to see the Cultural Heart make to the town e.g. increased footfall, different ambience, increased civic confidence, higher city profile, etc.

- View on what the nature of the principal spaces should be

- View on the demand for each of the elements of the Cultural Heart

2.34 We have also identified a list of thirty-six external stakeholders, including venue operators, events promoters, local stakeholders (e.g. University, Cultural Groups and Festivals) and national stakeholders (e.g. Arts Council England). We have undertaken ten consultations to date and will complete the remaining consultations early in the next stage of the process. The subjects for exploration with external stakeholders include:

- How a new venue in Huddersfield would fit within the regional and national event context from an entertainment and business events perspective

- Views on the likely programme and ability to attract content/ events / audiences

- Views on the wider mix of facilities on site

- Interest in operating the proposed new venue (and potentially wider site components), and if so on what basis

- Would you be open to a partnering approach with other venue or service operators to give a balanced programme of events (if you do not have all of the relevant experience in-house)

[redacted]

2.36 The key findings from the sessions undertaken to date are reflected in the Case for Change section below.

Existing arrangements

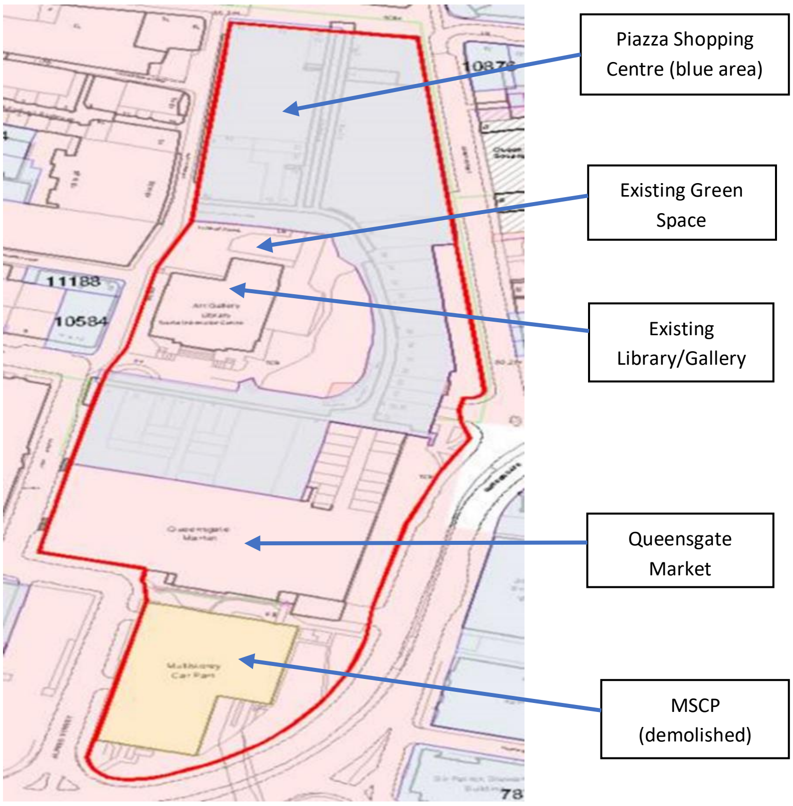
2.37 The Cultural Heart programme is a key Council led regeneration scheme in Huddersfield Town Centre. This is part of a wider blueprint for Huddersfield Town Centre to create a vibrant culture, art, leisure and nightlife offer, thriving businesses, a great place to live, improved access and enhanced public spaces.

2.38 The overall site area is approximately 7.8 acres and currently consists of the Queensgate Market (Grade II listed), the library and art gallery (Grade II listed), the Piazza Shopping Centre and the site of the former multi story car park. In addition to the buildings there is an extensive network of tunnels servicing the Piazza Shopping Centre and the market.

2.39 The approximate extent of the site is shown on the drawing in Figures 2.6, with the site boundary marked up in red. A split of the key areas can be seen in figure 2.7.

Figure 2.6 Boundary of the Cultural Heart site

Figure 2.7 Key Areas within the Cultural Heart boundary



Current Facilities

2.40 At the current time all of the facilities with the exception of the Piazza shopping centre are operated by the Council under a departmental operating strategy model. As part of the Council's finance structure, each facility operates with its own dedicated budget and financial accounts. The Queensgate Market is operated by the Markets Team, the library by the Libraries Team and the gallery and museum by the Cultural Team. Although owned by the Council the Piazza Shopping centre is operated by a third party agent (Carter Jonas) in respect of rental income and another agent (Colliers) in respect of any service charge income and costs.

2.41 Further detailed information on the current existing facilities in the Cultural Heart can be found in table 2.3 below.

Table 2.3 Current situation – core facilities

Facility	Further Information	Summary
Queensgate Market	Background	Opened on April 6th, 1970, the Queensgate Market Hall was built with a bespoke roof system of 21 asymmetric curved shells. The design allows for maximum light into the market and is considered to be the best example still standing of a retail market from the 1960s and 1970s. It a Grade II listed building, the listing includes the entire building, including its interior.
	Operational Arrangements and Performance	The building currently operates as an indoor market with a variety of market traders operating from the site. It is operationally controlled by the Council's markets team who also run the boroughs other markets. The market team let out the stalls on a variety of operating agreements to individual traders. Some additional uses have been trialled including use by the University Financial year 2020 *(note COVID-19 impact)* • Income £510,000 • Operating Costs (£460,000) • Net Operating Contribution £50,000
	Current Situation	Whilst the venue still operates as an indoor market, the number of operating stallholders had been declining over the years, as result many of the existing units are unlet. In addition, there has also been a steady deterioration in the variety of the offer at the market resulting in steady decline in visitors to the market. The Queensgate Market is one of two markets located in the centre of the town. It is currently projected that there will only be a need/ demand for one market in the town. A new combined market is currently being planned on Brook Street, home of the current outdoor market . As a result an alternative use is needed for this Grade listed structure.

Facility	Further Information	Summary
	Condition Survey	The Queensgate Market Condition Report prepared by Aedas building consultancy in December 2009 indicated a future capital spend requirement of £4.4m.
Huddersfield Library / Gallery	Background	The library and art gallery were built in 1937 and is a Grade II listed building. The listing includes the entire building, including its interior.
	Operational Arrangements And Performance	The current library building in the town centre is shared between the Library Service and the Gallery Service. The current library facility is operated by the Council's Library Service, which also operates the other libraries in Borough. Whilst the building is shared with the gallery, the Library Service is fully responsible for all the building costs including building maintenance. The Galleries Team are only responsible for the variable costs of operating the gallery. Library - Financial Year 2020 *(note COVID-19 impact)* • Income £24,000 • Operating Costs (£1,276,000) • Net Operating Contribution (£1,252,000) The Library currently is a net annual cost of c£1.25m per annum to the Council, including £350k allowance for replacement books and other materials. Gallery - Financial Year 2020 (*note COVID-19 impact)* • Income £8,000 • Operating Costs (£51,000) • Net Operating Contribution (£42,000)
	Current Situation	Both the Library Service and the Galleries Team do not consider that the existing building is suitable and does not provide sufficient space for either use. Both organisations ideally require additional space. The gallery in particular cannot exhibit a large part of its collection, with many great works remaining in storage. The gallery has been closed down and as a temporary solution the Council is currently trying to relocate the gallery to an alternative location within the borough.
	Condition Survey	The Library Condition Report prepared by AHR Building Consultancy Limited in August 2020 indicates an estimated future capital spend pf £7.86m excluding VAT is required.
Piazza Shopping Centre	Background	The Piazza was built 1970-74 as a retail shopping centre to enhance the shopping experience in the town and contains numerous retail units of varying sizes some of which are let to national chains.

Facility	Further Information	Summary
		Part of the Piazza is attached to the Queensgate Market and is included as part of that listing. But the list description states that the “attached shops, mostly built 1970-74, are not of special interest", nonetheless building consent would be required for adaptation or demolition.
	Operational Arrangements and Performance	The Council in June 2019 purchased the shopping centre as part of its long term strategy for the town centre. At the time of purchase the centre was already in considerable decline with many of the shop units particularly the smaller units’ empty. As a result of the changes in the retail environment over the last few years there has been a steady reduction in the demand for retail space throughout the town centre as a result there is a current over supply of retail space within the town centre. The centre continues to experience the further closure of units as the current leases expire. The Centre is operated on behalf of the Council by the specialist agent Carter Jonas who collect the rents. The service charge is overseen by Colliers. [redacted] [redacted] [redacted]
	Current Situation	The demand for retail space in the town continues to decline, resulting in an increasing number of empty properties. [redacted]
	Condition Survey	Piazza Condition Report prepared by the specialists Watts Limited in August 2020 indicates an estimated future capital spend of £981,000 excluding VAT is required.

2.42 A number of facilities proposed as part of the scope of this project, such as the venue and Food Hall do not currently exist in Huddersfield, as described later in this section.

Contextual Facilities

2.43 There are other facilities in close proximity of the Cultural Heart which may have implications on the project. Further information on these facilities can be found in table 2.4 below.

Table 2.4 Current situation – contextual facilities

Facility	Further Information	Summary
Huddersfield Town Hall	Background	The Town Hall not only serves as a working administrative Town Hall it is also home to a 1,200 capacity music venue. The Venue holds a variety of events including Music and Comedy. It has a spectacular organ and is especially suited for classical concerts, with an excellent acoustic quality particularly suited to the music rather than the spoken word.
	Operational Arrangements and Performance	The Town Hall is internally managed by the Council Venues Team who have direct responsibility for the events at the hall.
	Current Situation	As its location is directly adjacent to the proposed Cultural Heart, it would in reality be classed as part of the Cultural Heart. As its event programme is more classical music focussed it would be complementary to any music programme at the proposed new venue. The town hall has limitations in regards to the type of events it can host. It cannot accommodate any standing events due to the dancing / jumping to music causing the plaster on the meeting rooms below to crack. It is also acoustically not fit to host rock/pop events and does not have the appropriate infrastructure for crowd management.
Lawrence Batley Theatre	Background	The Lawrence Batley Theatre originally opened as a church mission in 1819 eventually closing in 1970. After extensive fundraising it reopened in 1994 as a 477 seat theatre operating a varied theatrical programme including an annual pantomime.
	Operational Arrangements and Performance	The theatre is operated by the independent Kirklees Theatre Trust, a registered charity.
	Current Situation	The venue, following the Covid 19 closure, continues to operate as a theatre with a full theatrical programme. Due to its close proximity to the Cultural Heart the theatre would also be classed as part of the Cultural Heart.
Tolson Museum	Background	The Tolson Museum is located in what is formally known as Ravensknowle Hall. The building was donated to the Council in 1919 by Legh Tolson and was opened as a museum in 1922. It is currently home many of the borough's historic artifacts including rare vehicles, textiles and other civic memorabilia.

Facility	Further Information	Summary
	Operational Arrangements and Performance	The museum is operated by the museums and galleries department of the Council. Tolson - Financial Year 2020 • Income £27,000 • Operating Costs (£141,000) • Net Operating Contribution (£114,000)
	Current Situation	The current location of the Museum being out of town is seen as far from the ideal location for the borough's collections and the ability of the local population to enjoy them. There is also need for additional space to fully exhibit many of the collections held. The throughput numbers for the museum pre-covid were c.26,000.

Business needs – current and future

2.44 This sub-section provides an overview of the market assessment undertaken for each of the key uses proposed as part of this project, namely:

- Venue (entertainment and business events)
- Library
- Museum
- Gallery
- Food hall
- Urban park

Venue Market Assessment – Entertainment

2.45 Prior to the development of this SOC, IPW. produced a feasibility study on behalf of the Council to test the capability of the existing Queensgate Market building as the site for delivery of a new music and entertainment venue. This work was completed in 2020 and has been updated in 2021 to support this SOC.

Background and market trends

2.46 The strength of the venue business is particularly contingent on the health of the live event sector. Particularly, this relates to the availability of touring 'product' – events which are touring and can attract large numbers of fans. Events directly drive higher revenues and are also the critical driver of the secondary event revenues that determine a venue's financial performance.

2.47 The nature of the live music industry has changed significantly in the last 15-20 years, with the advent of digital file-sharing and streaming services hitting traditional revenues. In the US, album sales have fallen from 940m CDs in 1999 to just 102.4m million copies in 2020 *(source: Nielsen Music & RIAA data* and *MRC Billboard Year End Report U.S. 2020)*. In the UK, album sales fell by over 77% between 2010 and 2020 *(source: BPI, based on Official Charts Company data, cited by Music Business Worldwide)*.

2.48 Whereas bands used to tour in order to sell records, live performances are now critical to their survival and many acts are effectively touring performers that make records rather than vice versa. Since the act takes the lion's share (often 80-85%) of any ticket revenue, particularly compared to the return they can expect to make from an album sale, touring is an attractive proposition and appears set to remain that way.

2.49 The growing importance of the live sector is reflected in the fact that National Arena Association (NAA) data shows that there were fewer than 1,600 events per year before 2005 and rising to just below 2,000 events per year before 2008. Each of the 10 subsequent years had over 2,000 events, rising to almost 2,400 events in 2018.

2.50 UK Theatre collects sales data from over 200 auditoria across the UK. This data is then collated and analysed giving insight into theatre trends around the UK. Table 2.5 presents a summary of the 2018 (latest year available) UK Theatre Sales Data Analysis compared to previous years.

Table 2.5 UK Theatre Sales Data 2013 – 2018

Year	Number of productions	Number of performances	Total tickets sold	Total Box Office Income	% capacity achieved	% cash value achieved	Average ticket price asked for	Average ticket price achieved
2013	4,933	40,889	17,615,000	£ 397,000,000	59%	60%	£ 22.08	£ 22.53
2014	5,280	43,952	19,085,000	£ 455,000,000	59%	61%	£ 23.29	£ 23.86
2015	5,237	43,308	19,190,000	£ 455,000,000	59%	59%	£ 23.76	£ 23.72
2016	5,496	42,638	19,020,000	£ 470,000,000	61%	61%	£ 24.68	£ 24.71
2017	5,349	44,135	18,745,000	£ 470,000,000	59%	59%	£ 25.32	£ 25.09
2018	-	44,237	18,806,000	£ 510,000,000	61%	59%	£ 27.68	£ 27.10
Change 2013-18	416	3,348	1,191,000	£ 113,000,000			£ 5.60	£ 4.57
Change 2017-18		102	61,000	£ 40,000,000			£ 2.36	£ 2.01

2.51 Since 2013, there has been a general upward trend in the number of productions, performances and attendances (ticket sold). Whilst total attendances in 2018, 18.81m was not as high as in 2015 (19.19m), it was an increase on 2017 figures. Additionally, the following positive trends are noted:

- the % of theatre capacity sold has increased from 59% to 61% since 2013
- the average ticket price achieved by theatres has also increased from £22.53 to £27.10 since 2013
- £2.01 of the £4.57 ticket price increase, occurred between 2017 and 2018.

Market assessment – supply and demand

2.52 When considering the development of any entertainment space, it is important to consider the market demand for, or likely response to its development. The demand for entertainment facilities in Huddersfield is determined by the interaction of three key considerations: namely catchment, product and competition. As described below.

- **Catchment**: a venue requires a strong population catchment in order to maximise ticket sales and attendances. This is both in terms of the number of people that can access the venue within an acceptable travel time and also the strong propensity for people to attend and pay for events/ tickets

- **Product**: 'product' i.e. events to fill its calendar, which could include concerts, conferences, comedy, theatre etc.

- **Competition**: includes catchment competition from surrounding venues, but also product competition, whereby artists are only playing a certain number of shows in a country or area, and will choose between venues where to play (which is heavily dependent on the promoter's view)

  - example catchment competition: a new venue will compete with other venues for audiences. This competition could include other arenas/ performance venues that people within the Huddersfield catchment could visit e.g. Huddersfield Town Hall, First Direct Arena Leeds and other venues in the town, and also other types of entertainment events such as rugby/ football matches, cinema etc.

  - example of product competition: there are a finite number of recording artists touring in one year, playing a certain number of concerts in a geographical area (which could be UK-wide or Europe-wide, for example). The venues the artists choose to play is heavily dependent on the promoter view of the potential to maximise ticket sales. Factors affecting the promoter's choice of venue are illustrated in Figure 2.9.

Figure 2.8 Determinants of demand

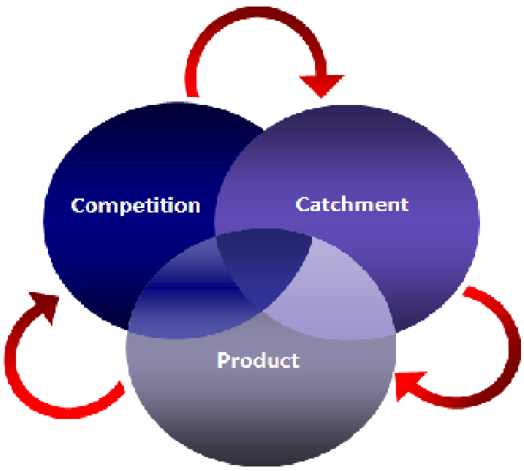
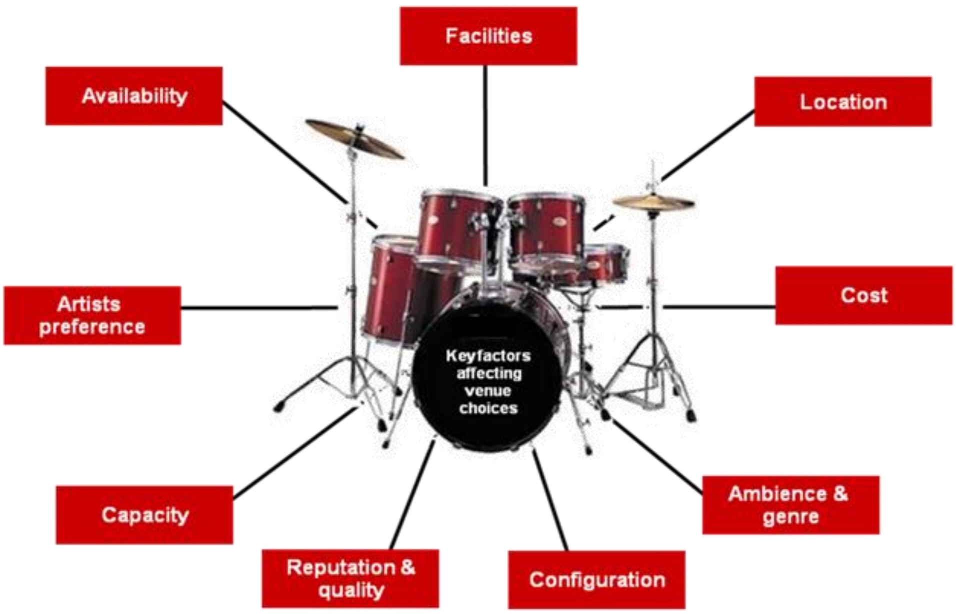


Figure 2.9 Factors affecting promoter choices



Catchment analysis

2.53 A catchment analysis for a 30 and 45-minute drivetime from Queensgate Market has been undertaken, as mid-scale venues (i.e. below a large arena level) typically draw from these catchments (subject to scale and product). Table 2.6 sets out the population within a 30 and 45-minute drivetime and the catchments are also illustrated in Figures 2.10 and 2.11 overleaf.

Table 2.6 Drivetime populations for Huddersfield

	30-minute drivetime catchment	45-minute drivetime catchment
Total Population	1,037,591	3,571,224
Adult (15+) Population	829,656	2,875,359

Source: The Audience Agency

Figure 2.10 30 minute drivetime catchment for Huddersfield

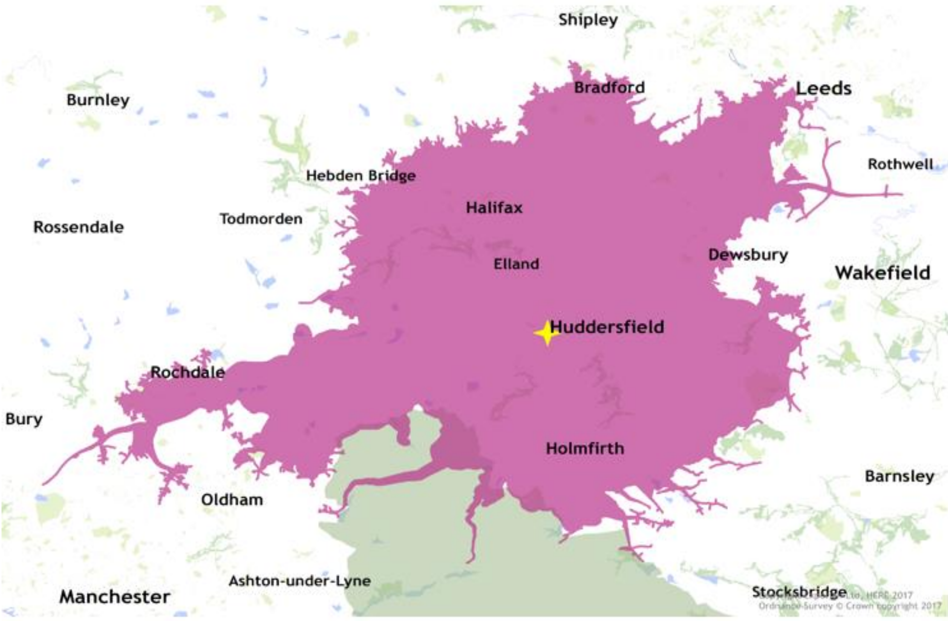
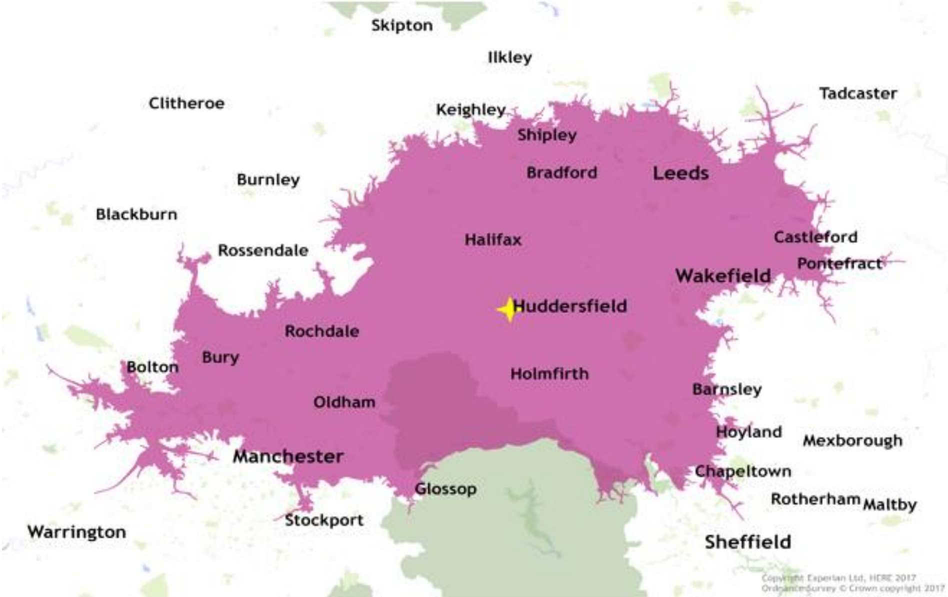


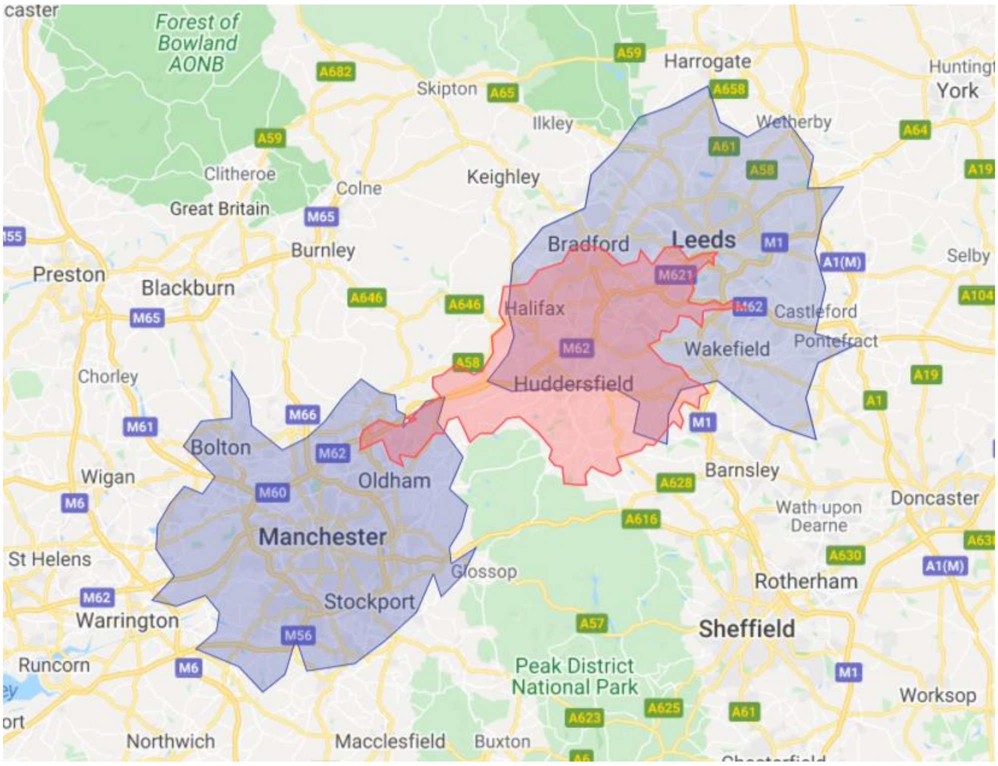
Figure 2.11 45 minute drivetime catchment for Huddersfield



2.54 Both the 30-minute and 45-minute drivetime catchments are considered to be large in relation to mid-scale venues. From Figure 2.8, it can be seen that the 30-minute drivetime catchment encompasses parts of Leeds with some potential for an overlap in catchment with Manchester as well.

2.55 To establish the level of overlap with Leeds and Manchester (core cities with significant venue provision), a 30-minute drivetime catchment from the centre of Leeds and Manchester was superimposed onto the 30-minute catchment from Queensgate Market. This is illustrated in figure 2.12, which shows the Huddersfield 30-min catchment in orange, with the catchment of Leeds and Manchester shown in blue.

Figure 2.12 Overlap in Catchment



2.56 Figure 2.10 shows that there is significant overlap in catchment with Leeds with a smaller overlap with parts of the Manchester catchment. Alongside those core cities, there will also be significant overlap in catchment with Bradford which is in the process of opening a new venue (Bradford Odeon). This shows that there is a limited amount of unique catchment for Huddersfield to attract audiences from and venues in each catchment will compete with the other for audiences and product.

2.57 The promoter view in this case will be key to determining what kind of acts could be attracted to Huddersfield, compared with Leeds and Bradford. The full range of factors impacting a promoters venue choice are set out in Figure 2.9, but the most important is their belief on where they can sell most tickets/make most money from holding an event.

2.58 We have also compared Kirklees to its 'CIPFA Nearest Neighbours'[1] benchmarking group. Table 2.7 shows the comparable Local Authorities to Kirklees, alongside the population and 30-minute drivetime catchment of each location. Kirklees has larger population than all of its nearest neighbours, other than Bradford. However, the Kirklees 30-min drivetime catchment is slightly lower than most of its nearest neighbours, despite the significant overlap with Leeds.

[1] Details of how the 'nearest neighbours' are identified by CIPFA can be found at https://www.cipfa.org/services/cipfastats/nearest-neighbour-model

Table 2.7 Kirklees Nearest Neighbours

CIPFA Nearest Neighbours	Population	30-min drivetime catchment
Kirklees	441,000	1.04 million
Bradford	542,000	1.46 million
Wakefield	352,000	1.25 million
Wigan	331,000	1.23 million
Dudley	322,000	1.57 million
Doncaster	313,000	1 million
Rotherham	265,000	1.29 million
Derby	257,000	1.1 million
Barnsley	248,000	925,000

2.59 In addition to the scale of catchment populations, it is important to consider the propensity of audiences to attend events. Audience Agency (AA) data was commissioned to identify the overall size and demographic composition of the catchment. Based on the significant overlap in catchments (which increases for the 45-minute catchment), we have focused our analysis on the 30-minute drivetime catchment only.

2.60 The AA area profile reports contain data on resident populations and provide insight into the demographics and cultural engagement of specific area, using information derived from Experian population data, BMRB International's Target Group Index Survey and the Census.

2.61 At a regional level, reports include an analysis of defined catchments around cities/ central points. For each catchment analysed the report gives an overview of the size and demographic characteristics of the population and, the number of adults with a propensity to attend live music performance, go to the theatre, or visit other cultural venues.

2.62 Table 2.8 overleaf sets out the Audience Agency data, which is explained in the following paragraphs.

Table 2.8 Audience Agency 30 minute drivetime catchment breakdown

Attended in past 12 months	30 Minute Drive Time from HD1 2UJ		England		Index	
	Count	%	Count	%		
Art galleries	215,084	26%	12,677,122	28%	94	-6
Art gallery once a month or more	15,316	2%	548,580	1%	155	55
Ballet	93,706	11%	5,143,185	11%	101	1
Classical concerts	107,145	13%	6,672,412	15%	89	-11
Comedy shows	188,868	23%	10,861,174	24%	96	-4
Contemporary dance	70,179	8%	4,135,846	9%	94	-6
Jazz concerts	73,459	9%	4,688,459	10%	87	-13
Opera	75,838	9%	4,497,881	10%	93	-7
Plays	232,352	28%	14,898,978	32%	86	-14
Popular/rock concert	303,754	37%	17,583,489	38%	96	-4
Theatre	318,644	38%	20,098,100	44%	88	-12
Theatre once a month or more	23,149	3%	1,176,660	3%	109	9
Adults 15+ estimate 2016	829,656		46,006,851			

Source: The Audience Agency * The national index, details how a catchment compares to the national average (where 100 is the average, 200 is double and 50 is half, for example)

2.63 In the 30-minute catchment, the target population has similar levels of cultural engagement to the base population (i.e. national average). The arts activities with the highest levels of engagement are theatre (38%), popular/ rock concert (37%), and plays (28%).

2.64 When compared to the national index, the arts activities with the closest engagement to that of a national level are the attendance at ballet (101), comedy (96) and popular/ rock concert (96). Any findings within +10/-10 of the national level are considered in line with the national level. The conclusion is thus that whilst engagement is slightly below the national attendance propensity on cultural events, in reality the local catchment is keeping in line with the national average.

2.65 This information correlates with the Audience Spectrum findings. Audience Spectrum is a profiling tool which describes attendance, participation and engagement with the arts, museums and heritage, as well as behaviours, attitudes and preferences towards such organisations. Table 2.9 overleaf, outlines the key findings from the Audience Spectrum profile within a 30-minute catchment.

2.66 The most prominent Audience Spectrum segments in the catchment area are:

- **Trips & Treats (21%):** Suburban households, often with children, whose cultural activities usually are part of a day out or treat (Medium engagement)
- **Facebook Families (19%):** Harder pressed suburban and semi-urban households for whom arts and culture plays a small role (Lower engagement)
- **Kaleidoscope Creativity (12%):** Urban and culturally diverse, their arts and cultural activity happens in their community and outside (Lower engagement)

Table 2.9 Audience Spectrum segments 30 minute drivetime catchment

Audience Spectrum segment	30 Minute Drive Time from HD1 2UJ		England		Index	
	Count	%	Count	%		
Metroculturals	134	0%	2,342,194	5%	0	-100
Commuterland Culturebuffs	46,620	6%	5,315,818	12%	49	-51
Experience Seekers	31,980	4%	3,921,781	9%	45	-55
Dormitory Dependables	99,754	12%	6,998,182	15%	79	-21
Trips & Treats	171,675	21%	7,169,496	16%	133	33
Home & Heritage	69,735	8%	4,626,424	10%	84	-16
Up Our Street	98,617	12%	3,959,433	9%	138	38
Facebook Families	153,288	19%	5,188,457	11%	164	64
Kaleidoscope Creativity	100,930	12%	4,090,824	9%	137	37
Heydays	48,499	6%	1,983,510	4%	136	36
Adults 15+ estimate 2017	821,232		45,596,119			

2.67 Another segmentation tool considered is the Mosaic group profile. The Mosaic group profile combines a wide range of information from over 400 sources to create a summary of the likely characteristics of each UK household, which describes their socio-economic and cultural behaviour. This can be found in table 2.10 below.

Table 2.10 Mosaic group profile

Mosaic group	30 Minute Drive Time from HD1 2UJ		England		Index	
	Count	%	Count	%		
A City Prosperity	150	0%	2,270,240	5%	0	-100
B Prestige Positions	38,282	5%	3,379,700	7%	63	-37
C Country Living	12,078	1%	2,811,430	6%	24	-76
D Rural Reality	20,122	2%	2,560,086	6%	44	-56
E Senior Security	71,430	9%	3,947,769	9%	101	1
F Suburban Stability	70,335	9%	2,728,096	6%	143	43
G Domestic Success	48,898	6%	3,919,134	9%	69	-31
H Aspiring Homemakers	94,940	12%	4,295,390	9%	123	23
I Family Basics	83,331	10%	3,481,088	8%	133	33
J Transient Renters	101,274	12%	2,846,331	6%	198	98
K Municipal Challenge	34,492	4%	2,428,016	5%	79	-21
L Vintage Value	57,985	7%	2,550,898	6%	126	26
M Modest Traditions	64,289	8%	1,951,417	4%	183	83
N Urban Cohesion	91,712	11%	2,662,242	6%	191	91
O Rental Hubs	27,359	3%	3,549,639	8%	43	-57
Adults 15+ estimate 2016	816,677		45,381,476			

2.69 Most prominent Mosaic groups in the catchment area are:

- **Transient Renters (12%):** Single people privately renting low cost homes for the short term

- **Aspiring Homemakers (12%):** Younger households settling down in housing priced within their means

- **Urban Cohesion (12%):** Residents of settled urban communities with a strong sense of identity

Key findings – catchment

- Large 30-minute and 45-minute drivetime catchment (1,037,591 and 3,571,224 respectively)
- Significant overlap with Leeds catchment within 30 minutes, small overlap with Manchester catchment
- The most prominent Audience Spectrum segments in the catchment area were Trips & Treats, Facebook Families and Kaleidoscope Creativity. 52% of the catchment belong to one of these three segments, compared with 36% of the England population as a whole.
- Catchment has similar levels of propensity to engage with arts/ culture as the national average

Local Competitor analysis

2.70 For most leisure and cultural facilities, competition can be defined within a specific geographical area. However, this is not strictly the case for performance venues. Whilst attendance will be impacted by geography (accessibility, catchment size) and the competing facilities within a defined radius, securing product and events is subject to local, regional and national competition.

2.71 There are a significant number of small-scale local entertainment venues in Huddersfield and the surrounding areas. The key local competing entertainment venues are detailed in table 2.11 and illustrated in figure 2.13 overleaf. These venues are all within a 30-minute drivetime of Queensgate Market.

2.72 Huddersfield Town Hall is an orchestra hall which holds up to 1,200 people and is the largest entertainment facility in Huddersfield. It hosts numerous events ranging from comedy, live music, weddings, conferences, award ceremonies, meetings, multi-cultural events, and other celebrations. Despite its size and location (adjacent to Queensgate Market), this venue is not seen as a direct competitor to a new venue in Huddersfield. The Town Hall is considered not fit for purpose for large standing concerts and the venue has other limitations. It is seen as a facility that can support the entertainment infrastructure in Huddersfield alongside a new multi-purpose venue.

2.73 Dewsbury Town Hall is a Victorian town hall that stands in front of the old marketplace in the centre of Dewsbury. The venue contains a 700-seat concert hall, function and meeting rooms, and an old court room. It is a Grade II* listed building.

2.74 The Holmfirth Picturedrome is an entertainment venue with a capacity of around 650. The venue hosts live music and touring bands, alongside showing films, theatrical performances, and stand-up comedy.

Table 2.11 Local competitor entertainment venues

Venue	Drivetime from site (mins)	Capacity
Huddersfield Town Hall	1 min	1,200
Dewsbury Town Hall	22 min	700
Holmfirth Picturedrome	15 min	650
Lawrence Batley Theatre	2 min	477
St Pauls Hall, Huddersfield University	2 min	400
Bassment Studios	5 min	400
Cleckheaton Town Hall	20 min	398
Holmfirth Civic Hall	15 min	320
Dewsbury Minster	25 min	300
Batley Town Hall	26 min	288
The Parish	2 min	170
Marsden Mechanics Community Hall	18 min	200
Small Seeds	4 min	150
Vinyl Tap	7 min	100

Figure 2.13 Local competition

2.75 The Lawrence Batley Theatre is a mid-scale theatre based in the centre of Huddersfield, housed in a Grade II* listed building, that presents a wide ranging year-round programme of in-house and visiting productions from drama and contemporary dance to circus and pantomime. The building has three performance spaces – the Main House seating 477 people, the Cellar Theatre with up to 120 seats, and the Attic Theatre, with up to 60 seats. This is another venue that is adjacent to the Cultural Heart and is considered to be an important facility which will support the wider entertainment infrastructure of Huddersfield.

2.76 St Paul's Hall is located inside of Huddersfield University and is a converted Georgian church built in 1829 that now provides a 400-capacity venue for a range event. In November, each year the Hall also hosts many of the Huddersfield Contemporary Music Festival events – the festival's home is at the University of Huddersfield.

2.77 Bassment Studios is another venue located in Huddersfield and the 400-capacity venue plays host to a range of upcoming and established artists.

2.78 Built in 1892, Cleckheaton Town Hall is situated in the centre of Cleckheaton, and the venue has a 398-seat theatre, which hosts local amateur dramatic, dance and drama productions.

2.79 Holmfirth Civic Hall is a not-for-profit venue, run by its registered charity, Holmfirth Civic Hall Community Trust. The venue can accommodate a range of events from small meeting of 6 up to a 320-seat capacity concert.

2.80 Dewsbury Minster is a Church that offers a space for up to 300 people for a variety of uses, including creative installations and music concerts, in its Worship area. The Upper Hall, which can be used for meetings and events, holds up to 100 people.

2.81 The Batley Town Hall opened in 1853 and is situated in the centre of Batley overlooking the town's Market Square, with a concert hall seating up to 288 people. It is a Grade II* listed building.

2.82 The Parish is a pub located in the heart of Huddersfield, with capacity for just over 150 people. The venue hosts local artists and gigs throughout the year.

2.83 Marsden Mechanics Community Hall is a community run 200 capacity venue located in the village of Marsden, West Yorkshire. The venue plays host to gigs, events, fairs, festivals, and meetings.

2.84 Small Seeds is a bar and live music venue in Huddersfield, with capacity of up to 150 people. The venue plays hosts to regular live gigs from small touring, and local artists.

2.85 Vinyl tap is a record store located in Huddersfield, that specialise in rare, deleted and promo items. As well as this, the venue can host small gigs for local artists, for up to 100 people.

Regional Competitor analysis

2.86 Alongside the local competition, there are also numerous mid to large-scale venues in the wider region, within a 60-minute drivetime from the site, with the majority of venues concentrated within Leeds and Manchester. The key regional competing entertainment venues, with a capacity of over 350, are illustrated in Figure 2.14 and are detailed in Table 2.12. overleaf.

Figure 2.14 Regional Competitor Entertainment Venues

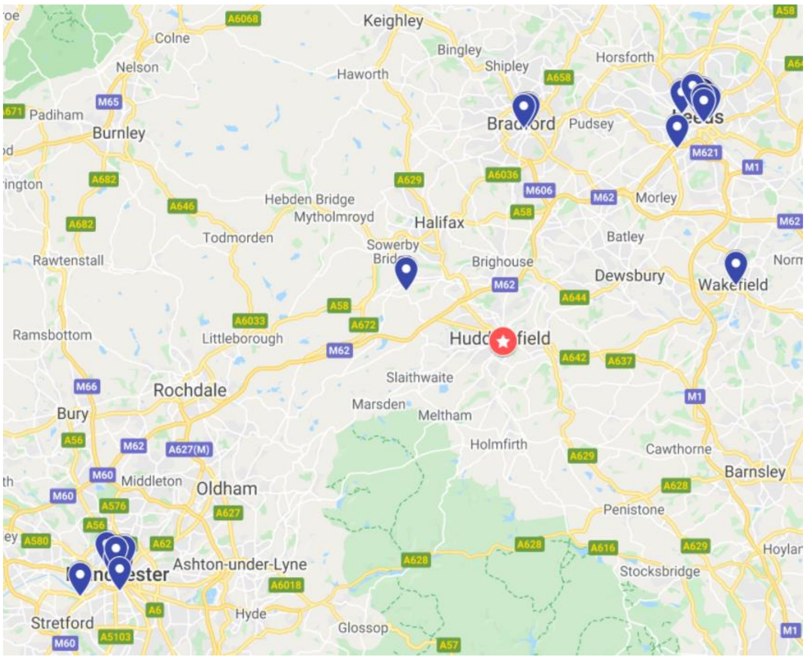


Table 2.12 Regional competitor entertainment venues

Region	Venue	Drivetime from site (mins)	Capacity (max)
Leeds	First Direct Arena	30	4,000 – 13,000
Leeds	O2 Academy Leeds	32	2,300
Leeds	Leeds Grand Theatre	30	1,550
Leeds	Leeds Town Hall	25	1,200
Leeds	Leeds Playhouse	40	1,100
Leeds	The Space	40	600
Leeds	University of Leeds	40	550
Leeds	City Varieties Music Hall	35	467
Leeds	The Carriageworks	41	350
Leeds	Leeds College of Music	41	350
Leeds	The HiFi Club	32	350
Manchester	AO Arena	45	21,000
Manchester	O2 Victoria Warehouse	55	3,500
Manchester	The Bridgewater Hall	45	1,800
Manchester	Audacious Church	50	1,400
Manchester	The Union	52	1,000
Manchester	Factory Manchester	55	800
Manchester	Royal Exchange Theatre	50	700
Manchester	City Varieties Music Hall	35	467
Bradford	Bradford Live (Odeon)	24	4,000
Bradford	St Georges Hall	28	1,500
Bradford	Alhambra Theatre	25	1,400
Wakefield	Unity Works	39	600
Halifax	The Venue Bowers Mill	20	400

2.87 As can be seen from Figure 2.13 and Table 2.12, there are 25 regional venues (over 350 capacity) and they are predominantly located in the key neighbouring cities of Leeds and Manchester, with three venues located in Bradford and a single venue each located in Wakefield and Halifax.

2.88 The largest venues in Leeds are the First Direct Arena (4,000 – 13,000), O2 Academy Leeds (2,300) and Leeds Grand Theatre (1,550) and alongside these there are a number of other venues in Leeds which provide entertainment facilities.

2.89 First Direct Arena is one of the major regional and national entertainment venues located in Leeds, hosting live music, comedy, entertainment shows and sporting events. The O2 Academy Leeds is a versatile events space available for a range of events from live music, filming, parties, awards ceremonies, exhibitions, product launches and corporate conferences. It also has a secondary space downstairs 'Underground' (capacity 400) designed to function as a standalone second room for events. Leeds Grand Theatre is a theatre and opera house and was opened in 1878. The theatre is a large scale receiving house and hosts touring productions of West End and Broadway musicals and plays, comedians and music. The theatre is also home to Opera North and is regularly visited by Northern Ballet.

2.90 The largest venues in Manchester are the AO Arena (21,000), O2 Victoria Warehouse (3,500) and The Bridgewater Hall (1,800). Similar to Leeds, there are also a number of other venues which provide entertainment facilities.

2.91 Manchester's AO Arena is one of the busiest venues in the world and the largest indoor arena in Europe. Since opening in 1995, the Arena has hosted the biggest names in live entertainment. In addition to live music, the venue has also staged some of the biggest events in the UK sporting calendar. The AO Arena attracts over one million visitors each year. The O2 Victoria Warehouse (formerly Victoria Warehouse) is a live music venue and is made up of two storage warehouses used during the early to mid-20th century. It was redeveloped as a music venue in 2012 and is now a flexible space that hosts a range of events. The Bridgewater Hall is a concert venue in Manchester city centre and hosts over 300 performances a year including classical music, rock, pop, jazz and world music. The Hall is home to the Hallé Orchestra, and also hosts the BBC Philharmonic and Manchester Camerata regularly. The Hall also programmes its own classical music season, the International Concert Series.

2.92 There are three main entertainment venues in Bradford, which could be considered as competition for any new venue in Huddersfield. Bradford Live is a new venue set to open in 2022 and sees the redevelopment of the old Bradford Odeon into a new 4,000 capacity multi-purpose venue. When it open, the venue is expected to attract 300,000 visitors each year and will host a calendar of 200+ music, comedy and family entertainment events as well as providing conference, meeting and banqueting spaces. St George's Hall (1,500) is a grade II* listed Victorian building. It is one of the oldest concert halls still in use in the United Kingdom. The venue hosts one of the UKs longest running Orchestral Seasons, with the Hallé as resident orchestra. The hall also hosts entertainment events, children's shows and amateur productions.

2.93 The remaining two venues are in the neighbouring towns of Wakefield and Halifax but due to the nature of the offer and the available capacity, may not be considered direct competition for any new venue in Huddersfield. The venue in Wakefield is Unity Works (600). It is a multi-purpose venue hosting live music concerts, comedians, free community events, film, dance, theatre and spoken word. It also has conference spaces available to hire and provides hot desking and co-working areas. The Venue Bowers Mill (400) in Halifax is a former textile mill and the building offers a flexible space to host a range of events.

Key findings – competition

- Number of small-scale entertainment facilities in the locale, with the largest venue in Huddersfield being the Huddersfield Town Hal (1,200) but venue has many limitations. The Town Hall alongside the Lawrence Batley Theatre, due to the adjacency of these two venues with the Cultural Heart, are venues that are seen as key supporting elements to any new venue and not regarded as competition.
- The core cities of Leeds and Manchester both have a large indoor arena capable of attracting national and international touring product, and a portfolio of other entertainment facilities going up to 3,500 capacity, covering all key genres of entertainment.
- New venue opening in Bradford (4,000 capacity) will also provide strong competition for any venue in Huddersfield

Summary of entertainment venue demand

2.94 The market trends for entertainment suggest that it is a growing market. There has been an increasing number of productions, performances, attendances (ticket sold) and an increase in % of capacity achieved by theatres, as well as an increase in the average ticket price achieved by venues.

2.95 Huddersfield has a large catchment within a 30-minute (1,037,591) and 45-minute (3,571,224) drivetime. The level of engagement and propensity to consume arts and cultural activities is in line with the national average. However, there is significant overlap in catchment with Leeds within a 30-minutes drivetime and a small overlap with the Manchester catchment. This leaves Huddersfield with a small unique catchment to attract audiences from.

2.96 Considering the competition for entertainment facilities, there are a number of small-scale venues in the locale and this market is well catered for. The largest venue in Huddersfield is the Huddersfield Town Hal (1,200) but this venue has many limitations so it would not be considered as direct competition for any new venue. Due to the adjacency of the Town Hall and Lawrence Batley Theatre to the Cultural Heart, these two venues are considered to be key supporting infrastructures for any the new venue. On a regional level, the core cities of Leeds and Manchester both have a large indoor arena capable of attracting national and international touring product, and a portfolio of other entertainment facilities going up to 3,500 capacity, covering all key genres of entertainment. The new venue opening in Bradford (4,000 capacity) will also provide strong competition for any venue in Huddersfield.

2.98 Considering the market and the competition in the local and regional area, the potential scale for a new venue in Huddersfield should be between 800 – 1,200 capacity. A venue of this scale would position itself as the primary entertainment facility in Huddersfield and could also compete on a regional scale, depending on what product it is able to attract. However, further work still needs to be done to finalise the scale of the venue which will be done at the next stage and taking into account the ambition of the Council, a venue of up to 2,500 seated and standing capacity is also being considered.

Venue – Business Events

2.99 The scope of this project does not include a standalone purpose-built conference and exhibition centre. However, when assessing the options for development of an entertainment or multi-purpose venue, it is important to consider whether there is any potential to generate additional usage of the facilities through business events. The additional usage, revenue and economic benefits of attracting these events, can be achieved at a comparatively low cost when making specific adjustments to a multipurpose venue to ensure it is attractive to business events.

2.100 The term business events covers a wide range of events, including conventions, association conferences, conferences and corporate events, meetings, exhibitions, and trade shows, consumer exhibitions and incentive programmes. The conference and meetings market is considered in more detail below.

Market Trends

2.101 For the past 25 years (since 1993), estimates for the size and value of the UK's conference and meeting sector have been based on annual research undertaken among meeting and event venues, providing a supply-side perspective on this key part of the national economy.

2.102 The 'UK Conference and Meeting Survey' (UKCAMS) complements annual research undertaken among conference and event organisers (i.e., demand-side research) by CAT Publications which is published as the 'British Meetings and Events Industry Survey' (BMEIS).

2.103 The following data was sourced form the latest UKCAMS 2020 report, which relates to 2019 business:

- An estimated 1.40m meetings and conferences took place in the UK in 2019. Numbers of conferences, meetings and similar business events were down slightly on 2018 but were still above the average for the last decade (an average of 1.34m per annum).

- The corporate sector accounted for just under half of all conferences and meetings (46%). This was followed by the public sector (35%) and associations (19%). Compared to 2018, the government and public sector was up (35% of events compared 27% in 2018) with a decrease in the corporate sector.

- It should be noted that purpose-built convention centres achieved a greater proportion of corporate events at 40%, and a lower proportion of associations (34%) and public sector (27%) events.

Table 2.13 Proportion of events

Year	Corporate %	Association %	Public sector/ government %
2019	**46**	**19**	**35**
2018	54	19	27
2017	55	17	28
2016	55	16	29
2015	52	17	31
2014	57	18	26
2013	56	19	25
2012	56	21	23
2011	57	20	23
2010	51	21	28
2009	47	16	37
2008	47	17	36

Source: UK Conference and Meeting Survey

- 67% of event business was generated from the region within which the venue is located, with 27% from the rest of the UK and 6% from overseas. However, for purpose-built convention centres although they still generate the majority of their events from within the region at 46%, a greater proportion are attracted from the rest of the UK (43%) and overseas (11%).

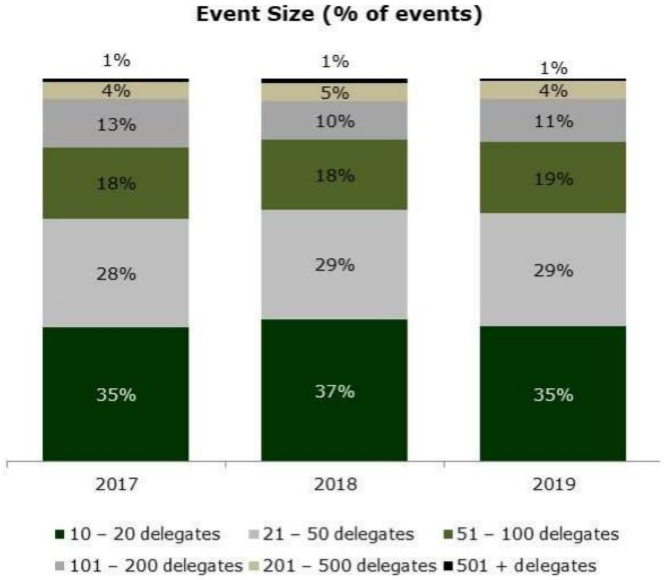
- Across all type of facilities: most events (64%) were for under 50 delegates; c. 5% of events had over 200 delegates. Purpose built centres typically target and attract the larger events, the survey recorded that the average size of all events at these facilities was 334.

- Four fifths of venues (81%) had undertaken some investment in 2019, with the majority (51%) had invested under £100k, and 6% invested over £1,000,000.

2.104 The British Meetings and Events Industry Survey (BMEIS) provides an understanding of the volume and characteristics of the UK events industry through surveying business event organisers.

2.105 Table 2.14 overleaf details the average number of delegates attending events. It can be seen that delegate numbers have fluctuated significantly since 2015. Both corporate and association markets have seen large increases in attendance between 2018 – 19 to their main annual event, but a fall for other events.

Figure 2.15 National industry KPIs – event size



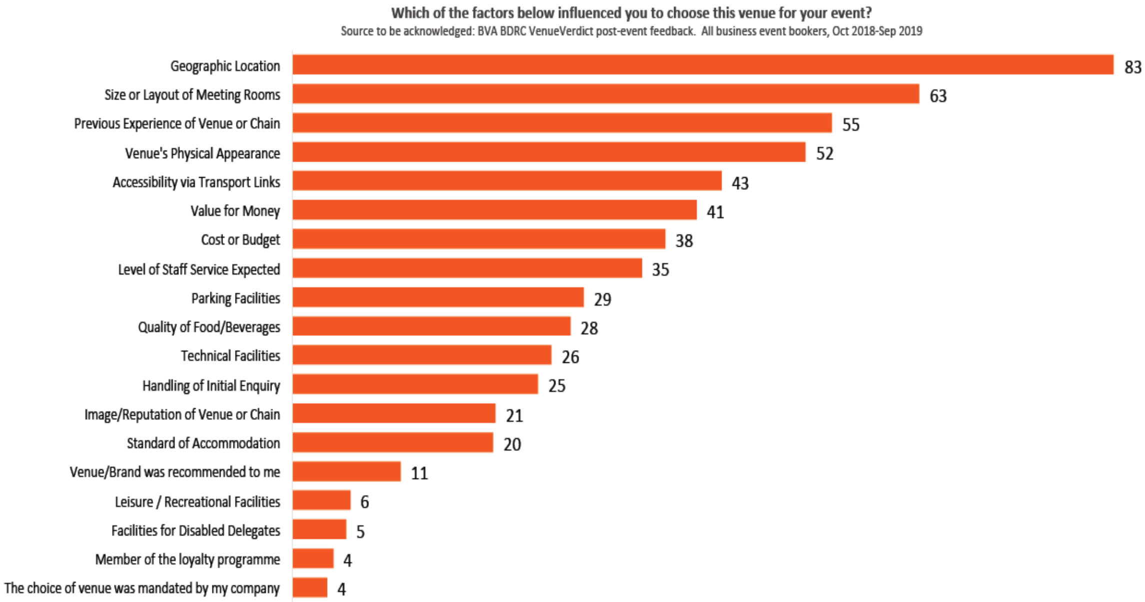
Source: UKCAMS data 2020

Table 2.14 Number of delegates attending events

Year	Corporate		Association	
	Main Annual Event	Other events	Main Annual Event	Other events
2019	477	81	660	96
2018	368	130	403	121
2017	238	79	292	86
2016	276	97	384	153
2015	288	112	398	137
Average	**329**	**100**	**407**	**593**

2.106 BEMIS also provides an insight into the main factors affecting the choice of destination and venue. This is set out in figure 2.16.

Figure 2.16 Key influencing factors on venue selection



Source: BMEIS 2019/2020

2.107 The most important factor influencing the choice of venue is geographic location. The current Queensgate Market site benefits from a town centre location. Huddersfield is well served by the M62, with a number of major routes from the town centre to the motorway in most directions, providing a key arterial route connecting Huddersfield with Leeds to the Northeast and Manchester to the Southwest. There are also strong A road links to the south and east connecting with the M1. Another beneficial factor for Huddersfield is that it is in close proximity to two airports, with Leeds Bradford International (LBA) located approximately 22 miles away and Manchester International (MAN) located approximately 44 miles away.

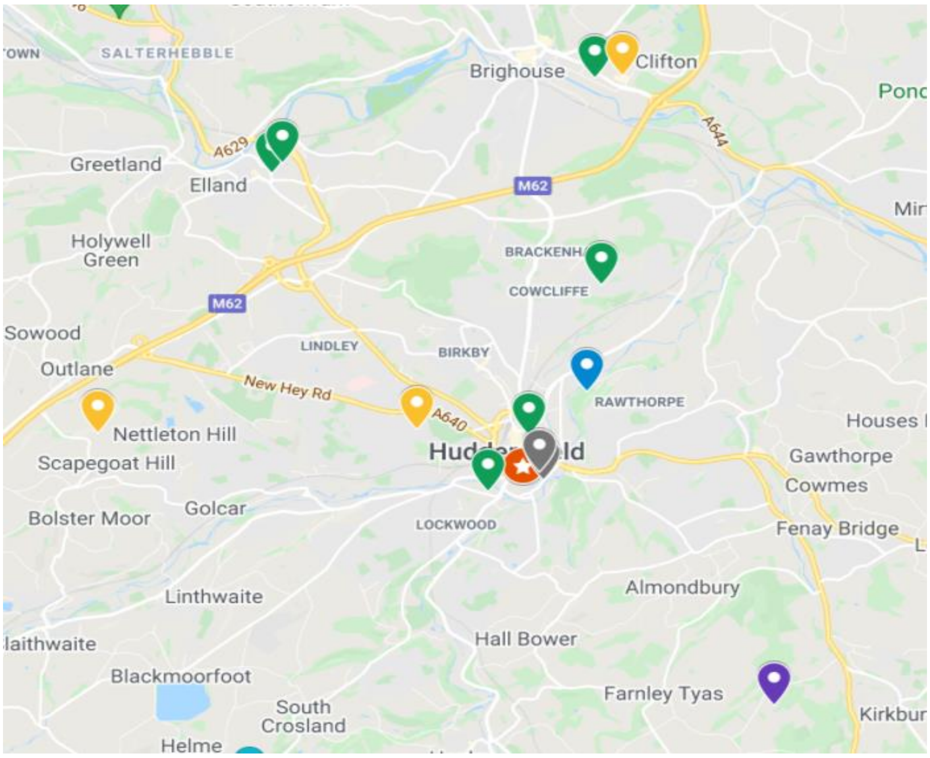
2.108 Alongside that, accessibility via transport links was the fifth most important factor. Huddersfield station is located in close proximity to Queensgate Market and is a core station within the TransPennine Express North Route, with frequent services to Liverpool, Manchester, Leeds and more than 100 other stations which can be reached from Huddersfield in under an hour.

2.109 Figure 2.14 also highlights that there are a series of important factors which can be addressed directly by the development of a new venue, such as the size and layout of meeting rooms, physical appearance, value for money, and factors relating to the quality of facilities, food & beverage provision etc. It will be important for any future works to create a quality facility to enable it to compete in the growing marketplace.

Local Competitor Analysis

2.110 There are a number of existing business event facilities in close proximity of the new proposed venue. The key competing local business event venues are illustrated in Figure 2.17 and are detailed in Table 2.15. The table and figure are colour coded to illustrate the different types of venue being used, these include conference and exhibition facilities, hotels, sports venues, educational sites and unique venues.

Figure 2.17 Competitor local business event venues



KEY
- Conferencing and Exhibition
- Hotels
- Sports Venue
- Educational Site
- Unique Venues

Table 2.15 Competitor local business event venues

Venue	Type of venue	Drivetime from site (mins)	Capacity (max)
Bertie's	Conference and exhibition	15	250
Huddersfield Mission	Conference and exhibition	5	180
Junction 25 Conference & Meeting Venue	Conference and exhibition	15	110
The Meeting Room	Conference and exhibition	15	100
Enterprise Solution Training Ltd	Conference and exhibition	5	80
Cedar Court Hotel	Hotel	12	500
Holiday Inn Leeds Brighouse	Hotel	15	200
Pennine Manor Hotel Huddersfield	Hotel	14	120
John Smith’s Stadium	Sports	9	440
3M Buckley Innovation	Educational	3	100
University of Huddersfield	Educational	3	270
Storthes Hall Park	Unique	16	140

2.111 There are currently five dedicated conference and exhibition venues within a 15-minute drivetime of the Cultural Heart. The largest in terms of capacity is, Bertie’s, which can hold up to 250 delegates in its three conference rooms. Other venues providing conferencing facilities include, the Huddersfield Mission (180 delegates), Junction 25 Conference & Meeting Venue (110 delegates), The Meeting Room (100 delegates), and Enterprise Solution Training Ltd (80 delegates). These are all relatively small facilities and would not be considered as major competition for any new venue being proposed in the Cultural Heart.

2.112 There are currently 3 hotels within a 15-minute drivetime of Huddersfield which provide conferencing facilities for more than 100 delegates. The largest of these is the 4* Cedar Court Hotel, which offers a range of conferencing facilities in a versatile space, accommodating up to 500 delegates. Holiday Inn Leeds Brighouse is a 3* Hotel, providing conferencing facilities for up to 200 delegates and is suitable for meetings, product launches and corporate events. Pennine Manor Hotel Huddersfield also provides conferencing facilities for up to 120 delegates in a 3* Hotel.

2.113 There is one sports venue in the local area which provides a conferencing offer. Huddersfield Town Football Club (HTFC) provides conferencing facilities at its home ground, the John Smith's Stadium, and can accommodate for up to 440 delegates. Due to the Stadium's size, in comparison to other venues, the facility is able to offer a large number of breakout spaces and meeting rooms to hold a variety of events, ranging from board meetings to product launches. This would be considered as one of the primary conferencing offers in Huddersfield.

2.114 There are currently two academic venues providing conferencing facilities, both located inside of Huddersfield University. Located under a mile from the site, Huddersfield University offers a range of meeting rooms and lecture theatres, providing conferencing facilities for up to 280 delegates and the 3M Buckley Innovation Centre which can accommodate up to 100 delegates.

2.115 Storthes Hall Park, a recently refurbished country house, offers conferencing facilities for up to 150 delegates. The venue provides flexible spaces to host conferences, weddings, away days, team building events, and meetings.

2.116 The largest conferencing facilities in the Huddersfield area are provided by Cedar Court Hotel (500) and John Smith Stadium (440). However, they are c9-12 minutes drivetime from the Cultural Heart site. The facilities closer to the site are smaller in scale.

2.117 Whilst there is a range of conference facilities provision in the Huddersfield area, the dedicated conference facilities are at the smaller-scale, and the larger facilities are a football stadium and hotel some distance from the Cultural Heart. Therefore, a high-quality mid-larger scale offer at the Cultural Heart, as part of a venue, would provide an additional attraction for business events in Huddersfield.

Regional Competition

2.118 Due to the nature of the conference and events market, not only will a new multipurpose venue in the Cultural Heart compete locally for events but also regionally and to an extent nationally. A summary of the existing regional facilities in the market has been presented below. The summary below only considered venues with a capacity of more than 300 delegates, within a 45-minute drivetime of the Cultural Heart. The regional venues have also been categorised in the same way as the local competitor venues.

Figure 2.18 Competitor regional business event venues

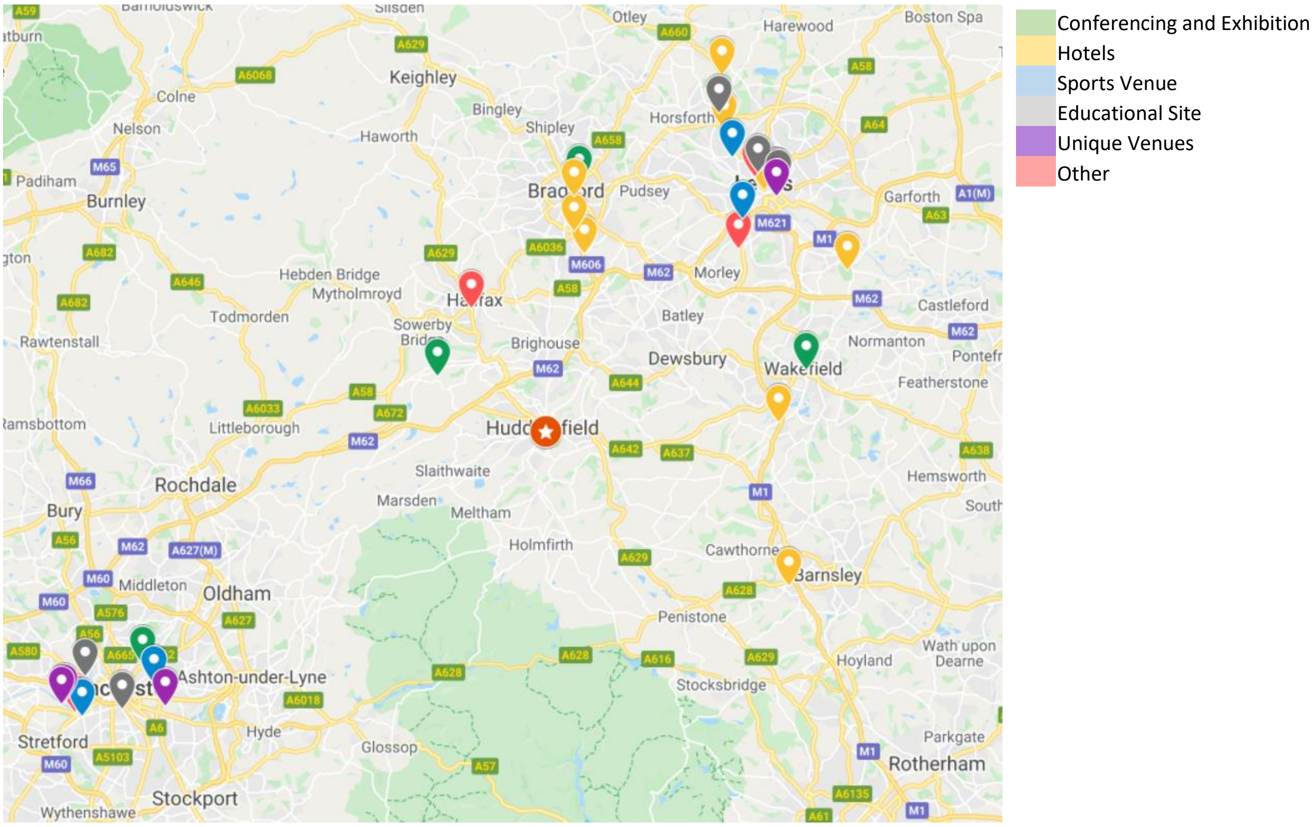


Table 2.16 Competitor regional business event venues

Venue	Drivetime from site (mins)	Capacity (max)
Harrogate Convention Centre	60	2,000
The Sheridan Suite Manchester	36	1,800
Unity Works	35	600
The Space	40	600
The Venue Barkisland	20	400
The HiFi Club	30	350
Well Met Conferencing	30	350
The Carriageworks	40	350
Cedar Court Hotel Bradford	24	800
The Bradford Hotel	36	700
Cedar Court Wakefield	32	500
Village Leeds North	38	400
Holiday Inn Barnsley	38	400
Mercure Leeds Parkway Hotel	45	325
Hilton Leeds City	35	300
The Queens	36	500
Oulton Hall	45	350

Campanile Bradford	20	300
Leeds United Football Club	31	1600
Etihad Stadium	42	1500
Old Trafford	45	1200
Emerald Headlingley Stadium	43	350
University of Manchester	45	1,000
University of Salford	40	1,000
Leeds Grammar School	38	600
University of Leeds	40	550
Leeds College of Music	41	350
The Lowry Salford Quays Manchester	45	1,700
Royal Armouries and New Dock Hall	30	1,500
Imperial War Museum North	44	700
The Monastery Manchester	42	600
Victoria Warehouse	45	2,500
LIFE Centre Events	30	1,600
The Victoria Theatre	25	1,512
The Faversham Lounge	35	760
West Yorkshire Playhouse	41	750
Cineworld Leeds White Rose	39	460

2.119 There are eight purpose-built conference and exhibition centres in the region, outside Huddersfield. The primary dedicated conferencing and exhibition facility in the region is Harrogate Convention Centre, which can accommodate up to 2,000 delegates. It has 10 event halls and provides 16,500m2 of exhibition space. However, Harrogate is c1 hour drivetime from Huddersfield and is arguably less well connected.

2.120 There are ten hotels (3* to 4*) in the region which offer conferencing facilities, with seating capacities ranging from 300-800 delegates. The hotels providing the largest delegate capacities are the Cedar Court Hotel Bradford (800), The Bradford Hotel (700) and The Queens, and Cedar Court Hotel Wakefield (500). Whilst majority of these hotels are located in Bradford, there are hotels also located in Leeds, Wakefield and Barnsley providing conferencing facilities.

2.121 There are four sports venues in the region offering conferencing facilities, including 3 Premier League football stadiums and 1 interlinked cricket and rugby venue. The largest sports venue conferencing offer is provided by Leeds United Football Club at Elland Road (1,600), followed by the Etihad Stadium (1,500) of Manchester City Football Club and Old Trafford of Manchester United Football Club (1,200). The other offering is at the Emerald Headingley Stadium (350), home to Leeds Rhinos RLC, Yorkshire County Cricket Club and Leeds Tykes RFC.

2.122 There are five educational sites which provide conferencing facilities, including 3 universities, a college, and a secondary school. The largest conferencing offers are provided by the University of Manchester campus and the University of Salford campus, both holding up to 1,000 delegates. This is then followed by Leeds Grammar School (600), the University of Leeds campus (550) and Leeds College of Music (350).

2.123 There are four unique venues in the region which provide conferencing facilities. These venues are not traditional sites for business events but due to their distinctive offers, they will attract audiences. The largest of the 4 unique venues is The Lowry Salford Quays, which can hold up to 1,730 delegates in its large range of flexible event spaces. Adjacent to the Royal Armouries Museum, one of Leeds's largest banqueting and exhibition venue, New Dock Hall (1,500), is the regions next largest facility. Other unique venues offering conferencing facilities include the Imperial War Museum North (700) and The Monastery Manchester (600).

2.124 There are six other venues within the region that offer conferencing facilities in some capacity. The largest of these other venues is the Victoria Warehouse and the Victoria Theatre, which can hold up to 2,500 and 1,512 delegates, respectively. LIFE Centre Events in Leeds is a flexible events space provided through a Christian community which can host up to 1,600 delegates. Following these is the Faversham Lounge (760), the West Yorkshire Playhouse (750) and Cineworld Leeds White Rose (460).

Key findings – business events

- Largest conferencing facility in Huddersfield provided by Cedar Court Hotel (500) and John Smith Stadium (440), but both distant from the Cultural Heart site
- Small business events venue well catered for locally but lack of any mid-large scale conferencing facility in the town centre
- 35+ facilities c.60 minute drivetime (over 300 delegate capacity)
- Strong regional provision provided for by a range of different venues
- However, based on the location, accessibility, presence of the University, ambition for the Cultural Heart scheme, a new venue would be able to attract business events with the right mix of facilities

Library

2.125 Through the DCMS, Arts Council England have a national role developing public libraries, recognising that they have a key role to play in the delivery of cultural strategies and activities. In addition to this, "Libraries Connected", as one of the key national development agencies for libraries, have recognised culture as one of their four key drivers, known as the Universal offers. They recognise that "Public libraries understand how to create a quality cultural experience and are often the first place that children and young people experience cultural events. No other public body has the same reach across the UK's most diverse local communities and the flexibility to respond to local needs. Reaching people who do not normally take part in the cultural activity and helping them to develop a love of and appreciation of the arts is at the core of our Culture Offer".

2.126 In response to this and to the Libraries Taskforce seven ambitions for libraries, access to culture was developed as a key strand of Kirklees library's strategic "Ambitions" document – "we provide opportunities to participate in, and access, culture, regardless of background".

2.127 In addition to being a statutory service, libraries in Kirklees closely align all their work to the Council outcomes, to ensure residents get best value out of their library service. A great Central library should be accessible to all ages, all communities, in all circumstances; social, emotional, economic and physical, where everybody is welcome, and nobody is left behind. It should be a building which reflects the community's past, meets current needs and opportunities, and which is prepared for the future.

2.128 Kirklees already provides a significant amount of high-quality cultural events and activities through its library service and a new library offer in the town centre would create an opportunity to improve and expand that offer further. In 2019, Huddersfield Library held over 1,000 events in 18-19 attended by almost 16,000 people – 230 people came to see "The Orielles" at one of the "Get it Loud in libraries" gigs

2.129 In order to deliver outstanding library provision for all who live, work and visit Huddersfield, the town centre library needs to be fit for purpose, and in a good state of repair internally and externally. The space needs to feel safe, inclusive and be a welcoming destination which the community of all ages wants to use, where their needs are met and they feel comfortable to stay, sometimes for long periods.

Library – context

2.130 Kirklees has a relatively stable library attendance figures, with a small annual decrease (1%) in library visits overall, as can be seen in table 2.17 from the last two years of pre-pandemic operation.

Table 2.17 Kirklees Library KPI's

	2017/18	2018/19
No of Visitors	1,377,114	1,362,117
Total book stock#	461,303	443,495
Total book issues*	950,750*	921,303*
ICT no of uses	186,434	171,617
No of public access PC's	179	179
New members	10,036	9,944
Events	7,178	8,385
Attendance	108,048	117,485
Hours volunteered		38,717

*#Book stock only (no audio). *Includes eproducts.*

2.131 There is a high annual footfall (360,000+) at Huddersfield central library, with significant IT usage (c.58,000), as illustrated in the table overleaf.

Table 2.18 Kirklees Library Visits – detail (2019-20)

Location	Vistor figures	Issue figures	IT uses	New members	Active members	Hours volunteered
Almondbury	15,842	12,924	437	263	687	582
Batley	118,349	55,611	11,672	1,025	3,693	1,603
Birkby	Library closed				337	
Birstall	86,280	30,616	3,834	442	1,561	2,485
Cleckheaton	85,254	93,500	5,872	783	3,355	2,098
Chestnut Centre	61,072	4,958	2,783	167	552	0
Denby Dale	6,473	17,101	572	489	1,024	1,253
Dewsbury	166,741	108,538	38,502	2,003	7,206	2,604
Golcar	15,997	16,990	650	194	734	859
Heckmondwike	36,459	20,463	5,333	360	1,455	718
Holmfirth	74,657	61,646	4,189	594	2,531	1,386
Home Service	8,961	39,364		49	521	156
Honley	19,834	23,123	1,562	191	760	1,031
Huddersfield	362,092	258,312	57,633	3,833	13,863	3,332
Kirkburton	29,042	26,458	1,545	209	941	3,312
Kirkheaton	10,340	7,787	434	84	290	1,556
Lindley	47,252	64,050	4,255	680	2,282	3,743
Marsden	24,995	13,402	1,365	160	718	1,762
Meltham	Shared space	24,637	1,223	242	995	1,921
Mirfield	60,091	66,385	4,542	697	2,505	4,693
Greenwood	18,724	6,507	5,550	197	972	858
Rawthorpe	13,391	7,094	1,462	145	495	540
Shepley	14,239	13,241	443	98	514	1,174
Skelmanthorpe	26,637	17,654	707	213	790	2,659
Slaithwaite	19,212	16,970	871	244	878	950
Transcription Services	2,749	10,393	0	0	0	545
Online resources		223,483				
Total	1,324,683	1,241,207	155,436	13,362	49,659	41,818

2.132 As can be seen from the table overleaf, the two largest library user groups are:

- Harder pressed and financially stretched suburban and semi-urban households for whom arts and culture plays a small role
- Suburban households, often with children, whose cultural activities are usually part of a planned day out or treat.

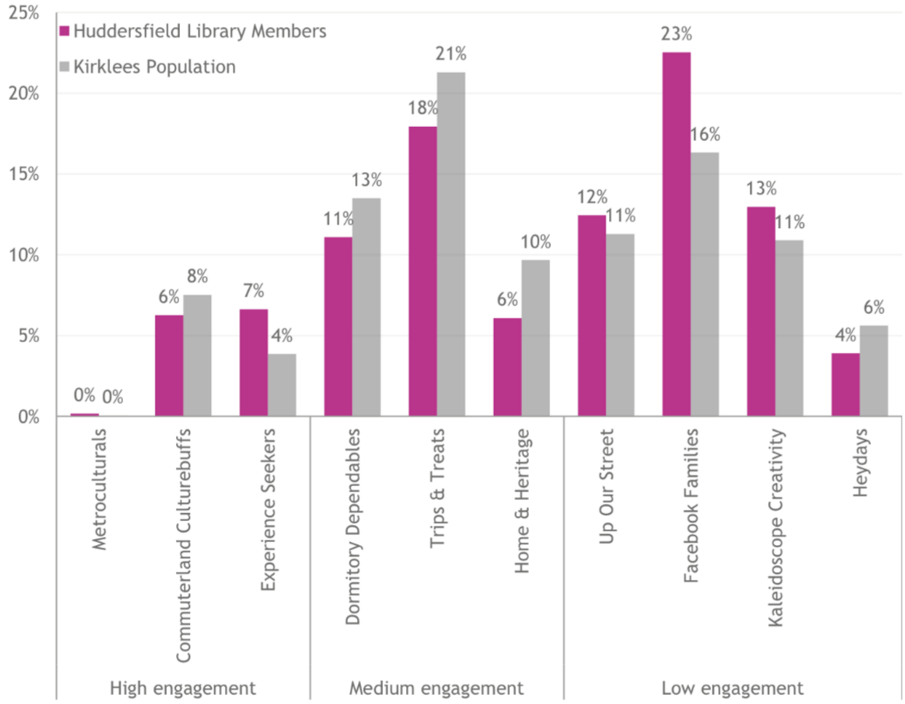
Table 2.19 Huddersfield Library Demographic Breakdown (Mosaic)

Audience Spectrum segment		Huddersfield Library Members		Kirklees population	Index
		Count	%	%	
High engagement	Metroculturals	109	0%	481	78
	Commuterland Culturebuffs	4,134	6%	83	139
	Experience Seekers	4,378	7%	172	31
Medium engagement	Dormitory Dependables	7,326	11%	82	141
	Trips & Treats	11,851	18%	84	99
	Home & Heritage	4,018	6%	63	130
Low engagement	Up Our Street	8,223	12%	110	74
	Facebook Families	14,890	23%	138	135
	Kaleidoscope Creativity	8,566	13%	119	17
	Heydays	2,578	4%	69	61
Base		66,073		355,716	

Please note: base totals and percentages do not include unclassified records

2.133 The library is currently reaching several key typically low-engagement groups, as can be seen in the columns on the right-hand side of the figure below:

Figure 2.19 Huddersfield Library Demographic Breakdown (Mosaic)



Library - Services on offer

2.134 The library should look to create spaces that can provide a range of services, including:

- Books - a celebration, ease of access, representing of local community as well as embracing a world of opportunity, knowledge and adventure

- Information support – trusted professionals offering guidance and advice, including a strong business support offer

- Space and comfort – where visitors should feel safe, inspired, and no money is required

- Child /family /school group friendly - this space should be a destination and not an add-on to the adult space, where noise is not frowned upon and creative play and learning is anticipated and accepted; a space where children of all ages are supported in getting the best start; a space which allows work with vulnerable children in a place where they feel safe to learn, share and create.

- Welcoming and appropriate spaces and activity for young people – individually and in groups

- Be made equally accessible for rapid use (quick drop ins) and all day stays

- Spaces for Council departments, local health services, 3rd sector organisations, community groups to meet, inform, advise, and support the community. Spaces which can be adapted for large drop-in events as well as for private appointments, including helping to support people to improve their health and wellbeing.

- Showcasing, interpreting and easy access to local heritage through a local and family history service – reflecting communities across Kirklees

- Study/quiet space available for students (of all ages), for business start-ups, for aspiring writers, for writing CVs, for bloggers, for readers, for tourists to write postcards, for carers to fill in forms, for report writers, for artists, for whoever needs a moment of peace in a world full of noise.

- Dedicated space to support the growth of scientific and other types of creativity, equipped with the necessary tools to allow people to experience the possibilities of coding and electronic construction and prototyping, and other craft or maker-space type activity utilising equipment which would be unaffordable to most individuals.

- Designated exhibition space to accommodate British Library touring exhibitions. The service already has a unique relationship with the British Library, which can bring high quality, professional exhibitions to Kirklees

- Cultural opportunities which tie in with the Cultural Heart neighbours and beyond. Libraries are used by sections of the community who do not access other forms of culture. The library space could introduce and demystify other cultural offers and offer springboard experiences that would help to empower people to expand their creative horizons, through performance and activity spaces.

- For many people this library will be their local library and should, therefore, meet the same expectations that we would have for any other library, such as regular storytimes, reading groups, community spaces for community run activities

- The ability to run with confidence large-scale events, for example Get it Loud in Libraries gigs, author talks, festivals, children/young people takeover days, Fun Palaces etc.

2.135 In designing a new space for library provision, the Council's Library Service believe following principles should be considered:

- **Unfixed flexible spaces** - designing spaces with flexibility in mind supports the evolving needs as the service. For example, fewer built-in service counters and computer stations or study carrels, modular furniture pieces to accommodate these functions and allow for future reconfiguration with minimal disruption and cost, fewer fixed PC stations, mobile furniture, and the use of furniture and shelving to designate spaces without walls.

- **Light and airy open spaces** - whether the library is a brand-new space or an existing one, light open spaces are being emphasized in current building design. Sustainable practices and the general trend for healthier lifestyles have driven the demand for more natural light and views to the outside. This can be achieved by adding or building larger windows, adding interior windows to bring light farther into the building, having lower library shelving to extend natural daylight, and even clever use of colour or floor pattern changes.

- **Power** - electricity demands continue to increase across the board and are an important design consideration. Because of emerging technologies, locations where devices are being used continually change, and this creates a demand for multiple types of access to power; for example, powered tables, powered lounge furniture, charging stations, or wireless charging areas. Planning for power and data infrastructure is imperative to keep up with the changing demands in a cost-effective way.

- **Collaborative spaces** - library spaces are in demand. Many new library designs are incorporating rooms or "rooms within a room" for collaboration and meeting spaces. Manufacturers are producing some great solutions for varying degrees of need, such as demountable partitions or moveable walls, makerspaces with accessible wall panels for changing technology upgrades, meeting rooms that include writable marker board walls, acoustic separation, as well as free standing lightweight partitions and screens.

2.136 Whilst there are some slight advantages for the Home library service being run out of the Central library (e.g. access to a fuller range of Book stock, closer working relationships with colleagues etc.) if alternative accommodation could be found (they require a loading bay) then this is a service which does not have to be in the centre.

2.137 Library Managers, including the Senior Team, the Development librarians, the librarians and the CSMs are all currently based in the Central Library. This is the preferred model, which would require staff accommodation, however, if there was insufficient space and alternative accommodation could be found elsewhere these officers do not necessarily have to be in the centre.

2.138 In order to maintain a sense of community ownership, it will be important to engage with current library users, all stakeholders and the wider community to establish their views on future library provision in the town centre. Community participation should help in the creation of a vibrant, relevant space. In addition, it is important to explore the feasibility of co-location of spaces and/or services with museums, galleries and archives to create a flexible and fluid space to provide the best customer experience.

2.139 The West Yorkshire Archive Service, exists to preserve the past, serve the present and protect the future. It does this by collecting and looking after the unique documentary heritage of the region and by helping members of the public use and enjoy these records. It currently has a front-of-house presence in the library, which includes a modest level of storage on-site. The archive service is a good fit with the broader range of library services, sitting well alongside the research facilities.

2.140 In terms of current research visitors, WYAS Kirklees users tend to be younger than the sector average and are also distinct in that they are more interested in using archives collections for more active/democratic purposes as part of their daily life (e.g., relating to their home, street, local community) rather than for purely historical purposes. There is a modest number of annual visitors, however, maintain and creating public access to the civic archives is a statutory duty. The majority of archives material is housed off-site in locations that are deemed unfit for purpose and the Council has been warned they risk losing their status as an approved custodian of the archives if this is not addressed. It is important to note however that this facility does not necessarily need to be in the Cultural Heart.

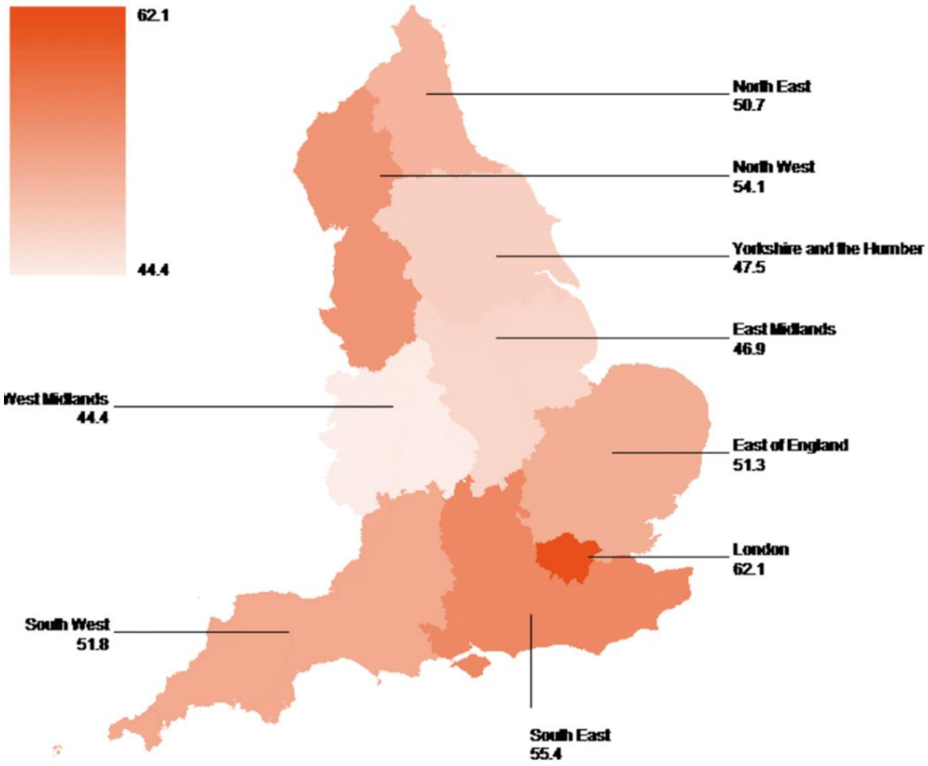
2.141 In summary, therefore, the Central library currently has

- High number of annual visits – c.360,000 p.a. – suggesting hyper-local audience
- Large number of IT uses (almost 60,000) – suggesting frequent visits and solid user base (c.14,000 members)
- High student use of research rooms and study area
- Potential for new facility to increase usage by 10-15% i.e. additional 36,000-54,000 p.a.
- Demographic in often hard-to-reach groups; very different user profile to museum and gallery
- Creates 'safe' environment – high access value for visitors – good 'front-door' facility
- Potential for facility combining/sharing
- Shared storage solution preferred on-site.

Museum and Gallery

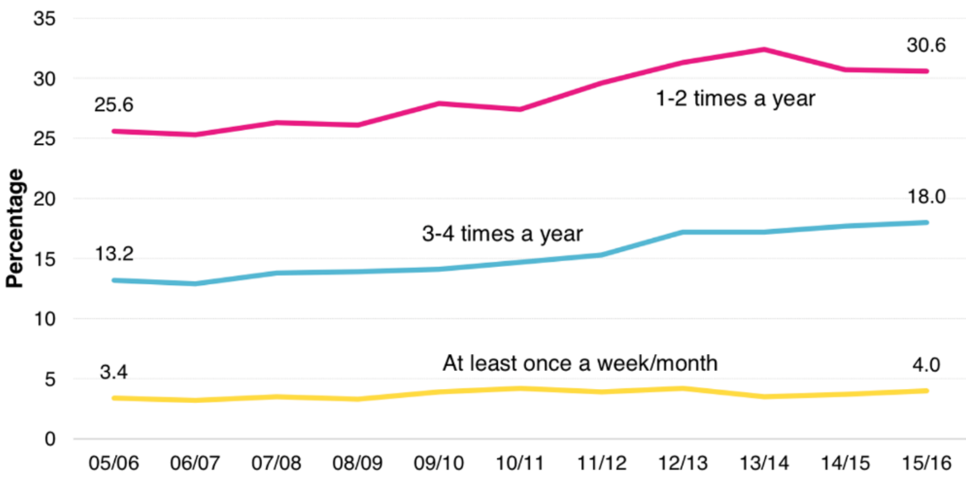
2.142 To quantify the potential market for the new museum in the Cultural Heart, it is helpful to consider the national context. We have assumed that pre-pandemic levels of attendance are likely to be reached within three years i.e. well within the time of the Cultural Heart planning and construction period. The proportion of adults who visited a museum or gallery in the area in the last pre-pandemic 12 months (by region, 2018/19) is under 50%.

Figure 2.20 Museums and Galleries Attendance in England, 2018-19



2.143 The Proportion of adults who visited a museum or gallery in the area in the last 12 months (by frequency of visit, 2005/06 - 2015/16) has increased in all areas i.e. from occasional to frequent users, as illustrated in the figure below:

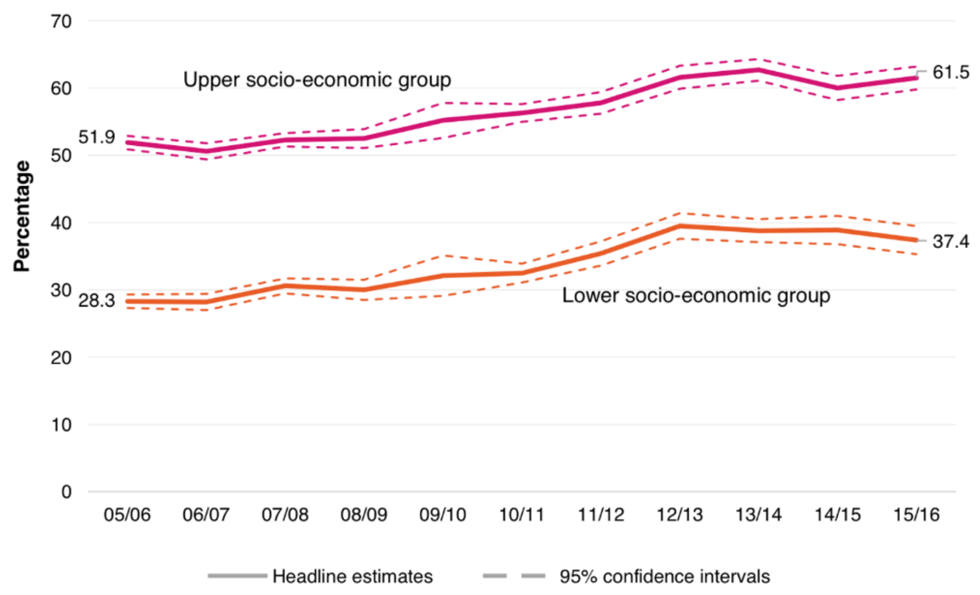
Figure 2.21 Museums and Galleries – frequency of attendance in England



Note: Confidence intervals range between +/-0.1 and +/-1.7

2.144 Perhaps of more importance within the context of the social impact ambitions of Cultural Heart, is the potential to attract more, new users to the library. In that event it is important to be aware of what groups are **not** attending/visiting. The socio-economic aspect is illustrated in the figure below:

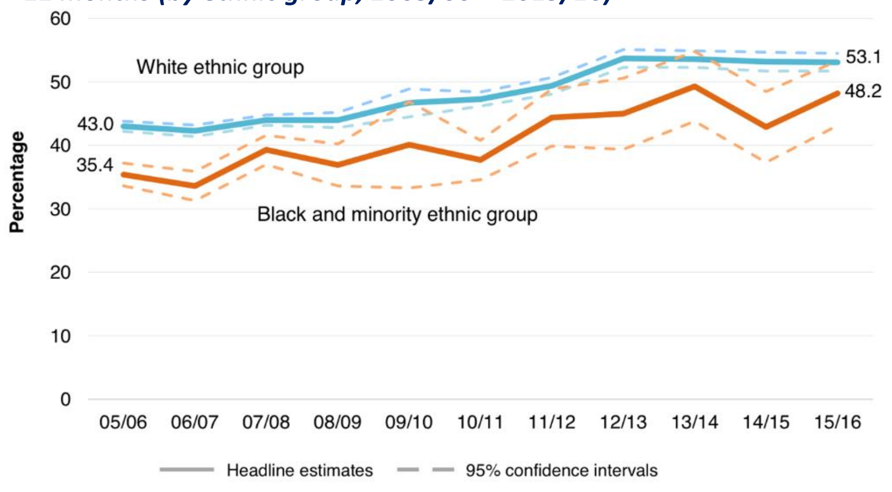
Figure 2.22 The Proportion of adults who visited a museum or gallery in the area in the last 12 months (by socio-economic group, 2005/06 - 2015/16)



Note: Confidence intervals range between +/-1.0 and +/-3.0

2.145 The ethnic-origin aspect is illustrated in the table below, showing a 5% difference in attendance between white and BAME attenders.

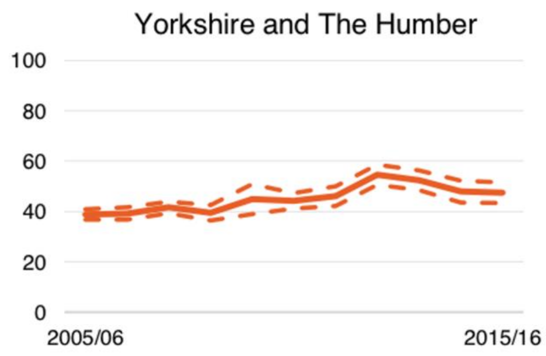
Figure 2.23 The Proportion of adults who visited a museum or gallery in the area in the last 12 months (by ethnic group, 2005/06 - 2015/16)



Note: Confidence intervals range between +/-0.8 and +/-6.8

2.146 Between 40-48% of adults visited a museum or gallery over a 10-year period in the Yorkshire and Humber region (2005/06 - 2015/16). This is around 4% lower than national average, as illustrated in the figure below, suggesting there is capacity to increase the attendance to, at least, meet the national average.

Figure 2.24 Museum and Galleries attendance – regional trend (Yorkshire and Humber)



2.147 Regionally, there is a higher than national average for frequency of gallery visits in catchment area, but a lower overall number of individuals attending, indicating a smaller number of attenders visiting more frequently, as indicated in the table below.

Table 2.20 Cultural attendance – regional trend

Attended in past 12 months	45 Minute Drive Time from HD1 2UJ		England	
	Count	%	Count	%
Art galleries	730,321	25%	12,677,122	28%
Art gallery once a month or more	47,004	2%	548,580	1%
Ballet	291,051	10%	5,143,185	11%
Classical concerts	353,218	12%	6,672,412	15%
Comedy shows	660,516	23%	10,861,174	24%
Contemporary dance	221,839	8%	4,135,846	9%
Jazz concerts	239,444	8%	4,688,459	10%
Opera	242,781	8%	4,497,881	10%
Plays	802,043	28%	14,898,978	32%
Popular/rock concert	1,052,195	37%	17,583,489	38%
Theatre	1,098,706	38%	20,098,100	44%
Theatre once a month or more	75,313	3%	1,176,660	3%
Adults 15+ estimate 2016	2,875,359		46,006,851	

The Audience Agency

2.148 It's useful to consider the comparative data with other creative pastimes, for example, the table overleaf illustrates the 50% gap between Museum and Cinema attendance with almost 3 times as many attending the latter.

Table 2.21 Regional Cultural Trends – Museums and Cinema: HD1 postcode catchment

Museums and heritage attendance

Visited in past 12 months	30 Minute Drive Time from HD1 2UJ		England	
	Count	%	Count	%
Museums	225,110	27%	13,103,913	28%
Archaeological sites	43,237	5%	3,079,551	7%
Stately homes/castles	152,288	18%	9,673,160	21%
Adults 15+ estimate 2016	829,656		46,006,851	

Cinema visits

Cinema visits	30 Minute Drive Time from HD1 2UJ		England	
	Count	%	Count	%
Ever go to the cinema	639,318	77%	36,586,820	80%
Go every two or three months	122,514	15%	7,304,218	16%
Go once or more a month	116,693	14%	6,781,652	15%
Never go	190,337	23%	9,420,031	20%
Adults 15+ estimate 2016	829,656		46,006,851	

2.149 Around 28% of current Museums and Galleries visits (41,000) are to the current museum and gallery buildings, as the table below illustrates. This is a comparatively low level on which the new facilities could build quite considerably. The Tolson Museum attendance can in pat be explained by its location, which is not central.

Table 2.22 Kirklees Museums and Gallery: Current Visitor Attendance

Number of Visitors	2017/18	2018/19
Bagshaw Museum	28,785	27,078
Oakwell Hall	7,388	7,137
Oakwell Visitor Centre	77,901	69,159
Tolson Museum	27,355	26,042
Huddersfield Art gallery	17,938	15,203
Total	**159,367**	**144,619**
Number of class visits	767	331
Number of school pupils	6,184	5,105

Summary

2.150 The key museum and gallery issues are, therefore:

- Currently, the majority of museum visits come from within a 20m drive-time, therefore, a very local audience
- 26,000 visits p.a. to Tolson accounts for just 18% of all museum visits in Kirklees
- A centrally-located museum should have greater attractiveness – increasing to 30m drivetime alone could generate c.57,000 visits p.a.
- Large socio-economic gap in visitors (24% between upper and lower) and ethnic diversity (5% between white and BAME)

- Collection's strength primarily in paintings; artefacts of significance are often large/industrial
- Shared storage solution preferred on-site
- Solution for Tolson could create complementary heritage offer
- Currently, the majority of gallery visits come from within a 20m drive-time, therefore, a very local audience
- Current Gallery attracts 15,000 visits p.a. – a modest amount for a central location, reflecting a) subsuming of profile within library building, and b) limited space for large touring exhibitions
- A new facility would have greater attractiveness – increasing to 30m drivetime alone could generate c.32,000 visits p.a.
- Painting’s collection currently under-exploited (value of collection is £50m) - needs permanent display area and secure storage nearby.
- Galleries can be stand-alone exhibition facility servicing the needs of museum, library and conference markets, or integrated within each
- Visitor demographic/challenges similar to museums
- Shared storage solution preferred on-site

Food Hall

2.151 The creation of a food hall as part of the Kirklees Cultural Heart is listed as a core requirement of the development project and a necessary offer to provide. A well-built food hall can be a key feature of a real estate project. With an exciting selection of food from around the world, a good food hall has a feeling of authenticity that pulls in daytime and evening diners. It can act an as anchor of a development project and support footfall and increase consumer dwell time. The food hall can provide an interface with the other cultural uses which in turn increase the footfall to the food hall itself. Food halls showcase local identity, and also serve nearby office and residential communities and promote local industries and small businesses.

2.152 The template that has recently emerged in the United States and which includes a mix of authentically prepared food and drink offers, with an emphasis on communal dining, is the best indication of how European food halls are developing. In fact, the term ‘food hall’ in its modern sense is not yet widely recognised across Europe, where the word ‘market’ (with its clear heritage of high quality, fresh produce) is much more common. It is no accident that one of the leading European operators (Time Out Group) has chosen to use that word in its title. However, that as concepts are developed and refined over the next few years, the use of the term 'food hall' will increase. It would be much easier for the commercial real estate industry if there was a single, widely understood term. That is unlikely to occur soon. In the meantime, it is at least clear what a food hall/market is not.

2.154 Food hall concepts have exploded in recent years. What was innovative in 2011 and on-trend in 2017 is now rapidly becoming ubiquitous in most UK and European metropolitan markets and this needs to continue to be a viable model in coming years. The key to maintaining viability is making sure the fundamentals are in place, the strategy is clear, and the execution is well managed.

2.155 Food halls have an offer that suits the convenience lifestyle and has the degree of flexibility needed for today's consumer. Customers like that they don't need to pre-book or pay a deposit; the ability for different members of their party to choose their own dishes, not bound by what the others want; and they like the "artisan" food, cooked in front of them from real ingredients. With any format comes challenges of course, and customers often complain of limited and uncomfortable seating, long waits for food from inexperienced operators and the interruption to a night out by queuing several times.

2.156 A footprint size of between 800 to 1,500 sqm (net) should be provided as 'warm shell' space. A plant zone to serve the area with air changes (ventilation and air supply) and incoming services (electrical and gas) and a floor slab clear of obstruction (internal walls) and ready for finishes to be applied. The construction fit out works are likely to be undertaken by the tenant (see below). A connection to external areas to provide outside seating and dining space is an essential component in connecting the food hall space to other offers and will improve the creation of a social day time and night space.

Urban Park

2.157 As part of the Cultural Heart vision, the urban park is considered a key element in the scheme. Huddersfield is surrounded by the countryside but has very little public green space and nature in the town centre. There is a direct correlation between access to nature and a natural environment, and health and wellbeing.

2.158 Providing an urban park gives an opportunity to not only enhance the public realm and provide a quality space but to also create connections and linkages to other parts of the town. Currently, the ring road causes a disconnect between the town centre and the University of Huddersfield, exacerbated by the loading bay structure of the Piazza. With the development of an urban park there is an opportunity to draw the university into the town centre as well as being an improved space for the public and visitors to engage with.

2.159 The vision form the Huddersfield Blueprint is to develop a Cultural Heart for the town centre where leisure, arts, music and events spill out into high quality spaces. By breaking down the physical and perceived separation experienced between Queensgate and the university together with opening up views of the Town Hall, improved links to the Lawrence Batley Theatre and to other parts of the town centre, there is scope to enhance the nature of this area.

2.160 Alongside providing an urban park, there is opportunity to incorporate an outdoor event space. As laid out in the Kirklees Events Policy (2016), the Kirklees Public Art Policy (2017) and subsequent Huddersfield Public Art Plan (2019), events in various scales are important to the cultural life of the town. The different types of events which could be considered for this space include:

- **Events that are of benefit to the community**: Events have direct and indirect impacts on communities. They provide opportunities for participation, skills development, volunteering and social, cultural, economic and environmental developments. Community events and festivals can attract tourists and visitors at regional, national and sometimes on an international level. Events help to capture attention and promote attractions and infrastructures. The Council should recognise the value of community events for the benefit and cohesion of the community and local residents and could therefore provide additional support to encourage these events, for example marketing support through Creative Kirklees or a reduced rate on charges.

- **Civic Events:** It is important that civic events are recognised as they bring together different communities under a shared banner, for example, Freedom Parades, Remembrance Sunday Parades or the Queen's Birthday. Similar to the 'events for the benefit of the community,' these events are important to the fabric of the community. For national celebration events, organisers could be signposted to where they can join in and be supported to link with spaces and places across the district to reduce their costs and those of the Council.

- **Parades:** Parades are important to different festivals and events and are integral to different cultural celebrations. However, the impact of road closures is significant, therefore, to support such activity within the town, designated routes would need to be established to ensure minimal impact on the wider community and local businesses whilst ensuring the events can take place safely.

- **Commercial events:** Whereby the organiser seeks to make commercial gain with no direct benefit to the community – whether they themselves are a profit distributing company/organisation and/or the activity is to purely gain profit for no benefit to the community. For events whose purpose is commercial, and the event is part of an organisation's business model whereby they aim to generate a profit, the Council should seek to implement a clear set of charges and expectations. In addition to this, the Council should also have a clear set of terms and conditions with regard to the booking and deposit/bond and should stipulate requirements for how the event management company will behave with regard to local business operations and other requirements.

- **Events that bring vibrancy and are delivered in partnership**: The Council should seek to develop a strategy to look at with which events it wishes to be a partner. Such a partnership will be targeted on specific activity, for example regional sporting events. As a result of participation in these regional events, the profile and reputation of Kirklees and its towns and villages will be raised significantly. Regional partnerships on cultural activity will enable Kirklees to host and deliver high quality and high profile activity with multiple benefits for the economy and our communities.

2.161 A breakdown of the kind of activities that can take place is detailed in table 2.23 below:

Table 2.23 Urban Park Activities

Activity type	Activity Breakdown
Animation	• public art installations, temporary sculptures • decoration / beautification sites • screenings - sport / films • lighting – attracting people for festive or other types of events • Small markets – pop up small scale

Activity type	Activity Breakdown
	• Large markets – international or Christmas markets
Commercial	• Small scale commercial activity and promotions • Large scale commercial events – festivals, food and drink events
Events/Festivals	• Small scale events – community fairs, live performance – theatre/music, outdoor celebrations, • Large scale events – live performance, festivals, outdoor celebrations – festive celebrations

2.162 The overall ambition for the urban park is to create enhanced public realm and green spaces within a flexible, multi-functional space that complements the existing and new cultural uses and brings people into the new Cultural Heart.

2.163 The Council has commissioned a separate outdoor venue feasibility study. TG Events have been appointed to review all outdoor spaces across Kirklees to understand their scope for outdoor events. The study will also consider event site plans for the sites most suitable for outdoor events, with the idea of increasing events delivery and commercialising them. The outcomes of that study will be incorporated in to the OBC.

Car parking

2.164 Kirklees Council commissioned SYSTRA to produce a car parking study for public parking provision in Huddersfield in 2019. The aim of the study was to provide a locally specific parking strategy and accompanying delivery plan for Huddersfield, which supported the aims of the Local Plan and the more specific spatial aspirations contained within the Huddersfield Blueprint within the plan period to 2031.

2.165 An overview of the local context, existing supply and occupancy survey considered in the study is as follows:

- The Census data indicates that over a third of households in Huddersfield do not have access to a car. This is greater than the proportion for Kirklees (26%) as a whole.

- The Census data indicates that 67% of residents in Huddersfield are economically active. This figure compares to 68% for Yorkshire and the Humber and 70% for the whole country, which further demonstrates that Huddersfield is performing below the regional and national averages in terms of economically active residents.

- Huddersfield has the lowest proportion of car users for commute purposes at 59%. This is in contrast to 65% for Kirklees. This would be expected given the car ownership trends noted above and the better accessibility of Huddersfield town centre by sustainable modes.

- In Huddersfield town centre, the total number of car parking spaces for public use (excluding dedicated disabled user parking) is just under 5,500. The Council owns and operates 51% of these spaces, and the private sector 49%. Off-street car parks provide 85% of the spaces, and on-street 15% in Huddersfield.

- Quality of Market Hall car park on the Cultural Heart site (now demolished):

  - Levels 1-6 70% occupied. Levels 7-8 90% occupied.
  - Condition of payment machines is poor, and they are difficult to find.
  - Machines do not appear to accept payment after 6pm, despite a £1 charge. This leads to anxiety over gaining a parking ticket.
  - General appearance of the car park is poor, with low levels of lighting and cleanliness and poor quality pedestrian routes which could be significantly improved.
  - Signage from the highway network is good, including a dynamic sign displaying the number of spaces available.

- In Huddersfield, the average weekday peak occupancy was between 12:00 and 13:00 at 70%. The average length of stay across Huddersfield was just under three hours.
- In Huddersfield, the average Saturday peak occupancy was between 13:00 and 14:00 at 57%, with an average length of stay of just over two hours. This peak is slightly later and lower than on a weekday, with the average length of stay approximately an hour shorter.
- The Influence of Huddersfield University:
  - The university is the largest private employer in Huddersfield, with over 2,000 permanent and fixed-term staff as well as approximately 18,500 students who attend the campus regularly.
  - The university campus is located to the south-east of the town centre between Wakefield Road and Queensgate. The university currently operates 686 car parking spaces for staff and visitor use, across 16 sites around campus. The majority of spaces are for staff use and only those with permits (priced at £740 per annum) are allowed to park on campus, with entry restricted by barriers. There is a waiting list of approximately 200 for staff permits, although the university has enjoyed success with the implementation of their Travel Plan, with an 11-percentage point reduction in lone car driving amongst staff from 54% to 43% between 2008 and 2017.
  - The university does not provide any designated parking for student use. The key parking areas for students are understood to be in the St Andrew's Road, Colne Road and Newsome areas, as well as other residential areas surrounding the university such as around Wakefield Road.

2.166 Based on this context, the car parking study drew up recommendations relating to individual car parks in order to provide a better user experience. The summary of the recommendations for the Market Hall car park are summarised below. Note that at the time of writing this SOC, the Market Hall car park has been demolished.

2.167 In order to support the major regeneration of the Cultural Heart of Huddersfield identified in the Blueprint, it is recommended that a new high quality multi-storey car park in keeping with the design of surrounding buildings is provided as part of the Cultural Heart programme. The car park is currently well utilised, with the October survey data demonstrating that it is close to 100% occupancy during the peak. If the multi-storey car park was not replaced with a similar level of provision, this could have a significant negative impact on the regeneration of the market and cultural areas, the University and the economic performance of the town centre as a whole.

2.168 Kirklees Council has undertaken financial modelling for a replacement car park of similar capacity to the existing structure at around 550 spaces on the existing site. This level of provision was highlighted as necessary to support future demand for car parking.

2.169 Due to its convenient location adjacent to the ring road and close to retail and leisure facilities in Huddersfield town centre, it would accommodate both long and short stay parking in a similar way to the current Market Hall car park. Additionally, this car park would provide a high quality facility for visitors to the nearby University of Huddersfield, which has been identified as being very limited on campus.

2.170 Given the opportunity that the significant capital investment presents, it is recommended that the highest design standards for multi-storey car parks are adopted, and options are explored to utilise the most modern technology for example a car park management system and real time information regarding the availability of spaces. These include efficient, user-focussed access and egress systems, remote access for user assistance, potential operating cost savings with the system being self-enforcing and full auditing, control and reporting of revenue. Value added services commonly offered at similar high-quality facilities such as car washing, valeting and shop-mobility should also be considered as part of the design. Given the strategic location of the car park, adjacent to the proposed Cultural Heart, it would also be preferable for access and egress to be achieved both east and west on the ring road, as now, so that the site conveniently serves the whole of the town, avoiding the need to undertake U-turns further along the ring road and reducing overall vehicle mileage. Figure 2.25 illustrates a recently completed high quality car park alongside a shopping centre in Leeds.

Figure 2.25 Leeds Shopping Centre Car Park

Summary of business needs

2.171 Table 2.24 below provides a summary of the business needs/ market demand for each of the key facilities.

Table 2.24 Summary of business needs/ market demand (Core Facilities)

Facility	Key findings of market assessment	Facilities required
Venue	• Huddersfield has a large catchment within a 30-minute (1,037,591) and 45-minute (3,571,224) drivetime. However, there is significant overlap in catchment with Leeds within a 30-minutes drivetime and a small overlap with the Manchester catchment. This leaves Huddersfield with a small unique catchment to attract audiences. • The level of engagement and propensity to consume arts and cultural activities is in line with the national average • Number of small-scale entertainment facilities in the locale. Huddersfield Town Hall and the Lawrence Batley Theatre, due to their adjacency to the Cultural Heart, are venues that are seen as key supporting elements to any new venue and not regarded as competition. • The core cities of Leeds and Manchester both have a large indoor arena capable of attracting national and international touring product, and a portfolio of other entertainment facilities up to 3,500 capacity, covering all key genres of entertainment. • New venue opening in Bradford (4,000 capacity) will also provide strong competition for any venue in Huddersfield • Based on the location, accessibility, presence of the University, ambition for the Cultural Heart scheme, a new venue would be able to attract business events with the right mix of facilities	• Multi-purpose venue capable of accommodating both entertainment and business events • Scale of venue to be finalised at the next stage - options of between 800 seated/1,200 seated and standing and 2,500 seated and standing capacity being considered, reflecting market feedback and ambition programme for the Cultural Heart • Considering opportunity for flexible space to share with some of the other cultural uses e.g. gallery and exhibition space • Consideration of joint provision and management with Food Hall • Opportunity to develop esports facilities

Facility	Key findings of market assessment	Facilities required
Library	• High number of annual visits – c.360,000 p.a. – suggesting hyper-local audience • Large number of IT uses (almost 60,000) – suggesting frequent visits and solid user base (c.14,000 members) • High student use of research rooms and study area • Potential for new facility to increase usage by 10-15% i.e. additional 36,000-54,000 p.a. • Demographic in often hard-to-reach groups; very different user profile to museum and gallery • Creates 'safe' environment – high access value for visitors – good 'front-door' facility	• New centrally located library • Multi-purpose flexible space for education, storytelling/performance, and book lending. • Children's library/reading area • Research space, including digital/computer terminal access • Exhibition area • Cafe (preferred; could be shared) • Minimum: Storage - primarily books, also display cases, staging etc. • Optimum: storage for Home delivery operation - this also requires vehicle access to a distribution point • Optimum: offices • Potential for facility combining/sharing • Shared storage solution preferred on-site.
Museum	• Currently, the majority of museum visits come from within a 20m drive-time, therefore, a very local audience • 26,000 visits p.a. to Tolson accounts for just 18% of all museum visits in Kirklees • A centrally-located museum should have greater attractiveness – increasing to 30m drivetime alone could generate c.57,000 visits p.a. • Large socio-economic gap in visitors (24% between upper and lower) and ethnic diversity (5% between white and BAME) • Collection's strength primarily in paintings; artefacts of significance are often large/industrial • Solution for Tolson could create complementary heritage offer	• New centrally located facility • Shared storage solution preferred on-site • Minimum: Three exhibition areas that allow permanent, semi-permanent and touring/temporary exhibitions- areas should allow for display of large-scale items, such as weaving looms and vehicles • Optimum: an additional 2-3 smaller flexible exhibition areas, potentially to be co-programmed with library and/or gallery • Minimum: on-site storage for smaller number of artefacts, including area for set-up and take-down of exhibitions; also exhibition cases • Teaching and education spaces (can be shared) • Technical workshop: for repair, framing, etc • Cafe (preferred) • Optimum: Offices • Informal pop-up performance

Facility	Key findings of market assessment	Facilities required
Galley	• Currently, the majority of gallery visits come from within a 20m drive-time, therefore, a very local audience • Current Gallery attracts 15,000 visits p.a. – a modest amount for a central location, reflecting a) subsuming of profile within library building, and b) limited space for large touring exhibitions • A new facility would have greater attractiveness – increasing to 30m drivetime alone could generate c.32,000 visits p.a. • Painting's collection currently under-exploited (value of collection is £50m) - needs permanent display area and secure storage nearby. • Galleries can be stand-alone exhibition facility servicing the needs of museum, library and conference markets, or integrated within each • Visitor demographic/challenges similar to museums	• Flexible exhibition spaces to accommodate a) Items from permanent collection, b) loaned items, c) touring exhibition/s, d) community/University exhibitions - these spaces can be configured in different size combinations depending on nature of exhibitions at any one time • Optimum: sufficiently large exhibition space to accommodate large scale works on loan • Storage: secure and environmentally controlled area that can accommodate entire civic collection; display cases; holding area for exhibition take-down and set-up • Technical workshop: repair, framing, etc. • Pop-up performance area • Cafe (preferred) • Optimum: offices • Optimum: screen room • Teaching/education spaces (can be shared) • Shared storage solution preferred on-site
Food Hall	• A well-built food hall can be a key feature of a real estate project. With an exciting selection of food from around the world, a good food hall has a feeling of authenticity that pulls in daytime and evening diners. It can act an as anchor of a development project and support footfall and increase consumer dwell time. The food hall can provide an interface with the other cultural uses which in turn increase the footfall to the food hall itself. • Food halls showcase local identity, and also serve nearby office and residential communities and promote local industries and small businesses.	• A footprint size of between 800 to 1,500 sqm (net) • A plant zone to serve the area with air changes and incoming services and a floor slab clear of obstruction and ready for finishes to be applied • A connection to external areas to provide outside seating and dining space

Facility	Key findings of market assessment	Facilities required
	• Food Halls have an offer that suits the convenience lifestyle and has the degree of flexibility needed for today's consumer. Customers like that they don't need to pre-book or pay a deposit; the ability for different members of their party to choose their own dishes, not bound by what the others want; and they like the "artisan" food, cooked in front of them from real ingredients. • With any format comes challenges of course, and customers often complain of limited and uncomfortable seating, long waits for food from inexperienced operators and the interruption to a night out by queuing several times.	
Car Park	• The Census data indicates that over a third of households in Huddersfield do not have access to a car. This is greater than the proportion for Kirklees (26%) as a whole. • In Huddersfield town centre, the total number of car parking spaces for public use (excluding dedicated disabled user parking) is just under 5,500. The Council owns and operates 51% of these spaces, and the private sector 49%. Off-street car parks provide 85% of the spaces, and on-street 15% in Huddersfield. • In Huddersfield, the average weekday peak occupancy was between 12:00 and 13:00 at 70%. The average length of stay across Huddersfield was just under three hours. • The university currently operates 686 car parking spaces for staff and visitor use, across 16 sites around campus. The majority of spaces are for staff use and only those with permits (priced at £740 per annum) are allowed to park on campus,	• 500 space MSCP • Electric Vehicle charging points required • Potential for sustainable design with alternative legacy use

Facility	Key findings of market assessment	Facilities required
	with entry restricted by barriers. There is a waiting list of approximately 200 for staff permits.	
Urban Park	• Providing an urban park gives an opportunity to not only enhance the public realm and provide a quality space but to also create connections and linkages to other parts of the town. • Currently, the ring road causes a disconnect between the town centre and the University of Huddersfield, exacerbated by the loading bay structure of the Piazza. With the development of an urban park there is an opportunity to draw the university into the town centre as well as being an improved space for the public and visitors to engage with. • Opportunity to incorporate an outdoor event space as part of the urban park • The overall ambition for the urban park is to create enhanced public realm and green spaces within a flexible, multi-functional space that complements the existing and new cultural uses and brings people into the new Cultural Heart. • The Council has commissioned a separate outdoor venue feasibility study. TG Events have been appointed to review all outdoor spaces across Kirklees to understand their scope for outdoor events. The study will also consider event site plans for the sites most suitable for outdoor events, with the idea of increasing events delivery and commercialising them. The outcomes of that study will be incorporated in to the OBC.	• Outdoor space to support the core facilities, enhanced public realm (subject to wider site layout/ opportunities) • Potential for outdoor performance area linked to ongoing study being undertaken by the Council

2.172 Table 2.25 sets out the key findings in relation to an archive facility, which is not a core facility need, but adds some key benefits.

Table 2.25 Summary of business needs/ market demand (Optional Facilities)

Facility	Key findings of market assessment	Facilities required
Archives	• Integrated with current library facilities for FOH and research purposes • Some limited storage on library site • Modest annual usage - focussed on local research (leisure, professional and academic markets) • Statutory requirement for proper maintenance and storage of civic archives	• Retain integrated FOH facility with library • Share research space with library - requires some quiet/private areas • Small space for handling sensitive/fragile archival artefacts • Area for temporary exhibitions of archival material • Minimum: storage to accommodate most frequently requested material requires to be secure and potential environmentally controlled • Optimum: on-site storage that reconciles all current archive material, currently housed in separate sites - requires secure status and appropriate environmental controls for sensitive, largely paper-based material • The front of house facilities could be within the Cultural Heart whilst the main storage could be located elsewhere

Potential scope and service requirements

2.173 The scope of the overall scheme is to redevelop the 7.8 acre (approx.) site in Huddersfield Town Centre. The scope of the regeneration is to redevelop the area in its entirety to provide the following core facilities:

- A new event space/entertainment venue of between 800 and 2,500 capacity
- Museum
- Art Gallery
- New library (and potentially front of house archive)
- A Food Hall
- Urban park

- New multi-storey car park
- New link to the University
- Demolish the Piazza
- *Potentially additional secondary spaces including hotel, restaurants and bars.*

Main benefits

2.174 The anticipated project benefits and risks are set out below. Many of the project benefits are outlined in the objectives (outlined earlier) and, generally, these can be considered as having social impact, economic impact, and cultural impact. Table 2.26 below sets out the anticipated financial and non-financial benefits of the project.

Table 2.26 Project benefits

Description
1. Increased number of visitors to Huddersfield
2. Increased visitor stay and spend in Huddersfield
3. Increased level of usage of cultural facilities by residents
4. Higher national and regional profile for the town
5. Additional economic Gross Value Added (GVA) to Kirklees
6. Generate new FT and PT jobs
7. Catalyst for further private sector investment in town centre (in retail, leisure and accommodation sectors)
8. To support the delivery of the Huddersfield Blueprint
9. Greatly enhanced community facilities
10. Protecting key cultural assets and cultural benefit
11. Enhanced green amenity in the town centre

2.175 In the short-term, it is recognised that the impact of COVID-19 may create additional risks and potential opportunities that will need to be monitored and managed. For example, it will be necessary to regularly monitor the impact upon the construction sector in West Yorkshire and any resulting impacts on capacity and pricing and the commercial issues that may be facing third party organisations (e.g. tenants).

2.176 COVID-19 may also present opportunities for the project, as it is a key strategic funding/ investment opportunity capable of immediate progression (whereas some other projects may stall), and therefore have an even stronger case for public benefit. Further, it is capable of stimulating additional growth on the northern area of the site (Piazza), or in extending the green footprint of the Urban Park to cover this area.

Main risks

2.177 The principal risks associated with the project are outlined in detail in the [redacted] Risk Register [redacted] and can broadly be categorised as financial, legal/policy [redacted] sustainability, cost and time over-runs, and commercial viability. These issues are summarised in the table below.

Table 2.27 Project Risks

Description	Likelihood	Impact
Affordability gap too large to fulfil the masterplan	Low	Critical
Unanticipated repair costs for Library and Market Hall	Medium	Critical
Design exceeds initial cost estimates	Medium	Critical
Site abnormals increase costs	High	Critical
Project costs run over budget / inflation	Medium	Critical
Council funding not secured	Low	Critical
[redacted]	[redacted]	[redacted]
Revenue budget requires additional Council subsidy	High	Marginal
Differing opinions from stakeholders delay the design	Low	Critical
Delay in obtaining planning permission	Low	Critical
Public objection at the consultation and planning stages	Low	Critical
Appropriate secondary usage not secured	High	Marginal
Loss of political support	Low	Critical
Delays during construction and project overrun	Medium	Critical
Visitor/resident numbers are not achieved	Low	Marginal
Poor stakeholder and public response to the completed project	Medium	Critical
Revenue performance is poorer than projected	Low	Marginal
Partnership with venue promoter not secured	Medium	Critical
Support from national cultural bodies not secured	Medium	Marginal
Loss of key personnel	Low	Marginal
Fire/accident during the renovation works	Low	Critical
Failure to secure catering operations suitable for a quality Food Hall	Low	Critical
Does not meet appropriate heritage and built environment standards	Low	Critical
Impact of Covid-19	High	Critical
Impact of BREXIT	High	Critical

2.178 The approach to risk management is described in Section 6.

Constraints

2.179 The key project constraints identified by the project team are as follows:

- Structural limitations of the listed buildings (Market Hall; Library)
- Listed building status - the library and art gallery, built in 1937, Grade II listed; Queensgate Market, constructed 1968-70, Grade II listed; and part of The Piazza, built in 1970-74, listed as part of the Queensgate Market envelope
- Potential lack of easily accessible car parking
- [redacted]

[redacted]

- Potential requirements of 3rd party operators
- Service delivery access
- Landscaping/Urban Park limited by nature of topography
- Complexity of delivering several new/refurbished buildings in parallel
- Construction budget available
- Programme – working to an accelerated schedule to achieve the benefits at the earliest possible date
- [redacted]
- [redacted]
- Adjoining owners – The site contains a number of directly adjoining owners as shown on the Site Plan. The proximity of these owners presents a physical constraint, which will require consideration at all times.
- Sustainability - The programme must meet the requirements of the Kirklees Council climate emergency declaration and carbon neutral vision.
- Legal include:

  [redacted]

- Statutory
  - Planning and listed building consent approvals
  - Potential for tree preservation orders
  - Usual statutory consultees

Dependencies

2.180 The key project dependencies identified by the project team are as follows:

- Achieving planning permission and listed building consent
- Funding
- Ensuring the car park is provided for the Cultural Heart but in particular the venue
- [redacted]
- Future secondary or commercial uses will depend upon the initial development of the cultural facilities to prove the increased footfall before they are likely to be commercially deliverable.

3. The Economic Case

Introduction

3.1 This section sets out the Critical Success Factors (CSFs) for the project, identifies the long-list of project options considered, describes the long-list appraisal process and confirms the outcomes including a Preferred Way Forward.

Critical Success Factors

3.2 The Programme Board set the following Critical Success Factors for the project:

- Re-develop the Queensgate area
- Create a vibrant and dynamic destination
- Be full of diverse and rich experiences
- Be accessible
- Increase town centre footfall
- Adapt and respond positively from the lessons learned and the impact of the pandemic
- Have a master plan that provides flexible spaces, high quality design and a variety of architecture
- Enhance the use of the retained buildings and structures as destinations, increasing public access
- Encompasses the Councils 2038 Carbon Neutral Vision and policies
- Provide for the creation of high-quality digital and physical infrastructure
- Have a design where activities in the buildings spill out into a high-quality urban park
- Maintain and enhance connectivity to the rest of the town centre
- Create social value benefits
- Produce a master plan and completed assets that are financially viable and can be managed within affordable operational budgets.
- Be deliverable within agreed timescales and budget

3.3 These CSF's have been used to inform the development of key criteria against which to assess the long-list of project options.

Long listed options

3.4 The long-list of project options has been developed in stages, described below.

Scope and scale of key facilities

3.5 The strategic, business needs and market assessment set out in Section 2 informed the development of the scope, scale and technical requirements for each of the key facilities that will form part of the Cultural Heart. This was then developed into an indicative area schedule for each of the facilities, to inform the potential options for delivery on the site for each of the uses. The areas, bulk, fit and massing will be developed at the next stages of the project.

Table 3.1 - Accommodation Schedule/Areas

	Total GIA sqm	Footprint building only	Footprint inc serv yard	Length building only	Length inc serv yard	Width	Height (inc below ground)	Floors (inc below ground)	Basement Floors
Museum & Gallery	7,472	1,531		51		30	29	6	2
Museum	6,730	1,661		55		30	25	5	1
Gallery	3,334	1,524		51		30	15	3	0
Library & Archive	6,360	1,840		61		30	20	5	1
Library Only	4,115	1,100		44		25	20	5	1
Venue - scale options									
Venue 3500 capacity	8,186	3,829	4,441	66	77	58	22	5	0
Venue 2500 capacity	7,609	3,008	3,620	60	72	50	22	5	0
Venue 1600 capacity	6,203	2,393	3,005	56	70	43	22	5	0
Venue 1200 capacity	5,061	2,105	2,717	53	68	40	22	5	0
Urban Park	3,000-15,000								
Archive only	2,000								
Food Hall	2,000								

Location on site (physical considerations)

3.6 The key facilities were then tested for their suitability against four development location options, as follows:

- In the Market Hall - refurbished
- New Build – located in Cultural Heart
- In the Library - refurbished
- New Build – located outside the Cultural Heart

3.7 The potential for each use to be integrated with other elements of the Cultural Heart was also considered.

3.8 Table 3.2 below shows what combinations were possible, restricted or not possible:

Table 3.2 – Long list options: Location

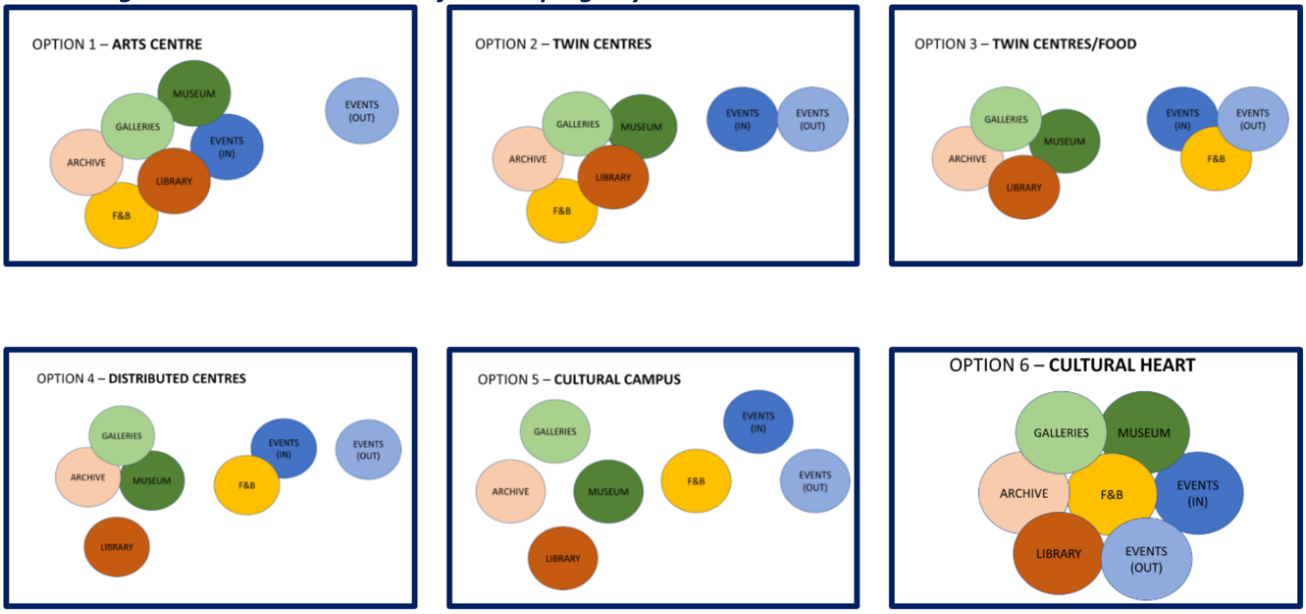
Facility / Use Option for Development	Gallery (G)	Museum (M)	Library (L)	Archives (A)	Venue (V)	Food Hall (FH)	Urban Park (UP)	Car Park (CP)	Other Commercial (OC)
In market / refurb									
New build CH									
In library / refurb		Part	Part	Part					
New build elsewhere									
Integrated with	M,L,A,V,FH	G,L,A	M,G,A,FH	G,M,L	G, FH, UP,	V,G,L,UP	V		

Yes
Potential
No

Location on site (visitor and user experience considerations)

3.9 The best fit for these elements on the site was considered and several generic templates produced that considered how the building elements might be grouped together in a way that was optimised for the visitor experience and also made effective use of adjacencies/shared space opportunities etc. These models are outlined in figure 3.1 overleaf.

Figure 3.1 – Generic models for Grouping Key Facilities



3.10 From this initial appraisal process, a long-list options matrix was prepared that considered where each of those elements might be located on the Cultural Heart site. These options all included the following three core assumptions, that:

- The Urban Park will be as large an area as possible, which can be accommodated between developments on the north (piazza) side of the site and the south (Queensgate/Market Car Park)
- Some car parking provision on site of former Market Car Park
- The large venue option can only be built on either the north or south site; the smaller venue can fit on all sites

3.11 The matrix overleaf sets out the options for where each of the key facilities would be located on the site (north, south, in the market building or in the library building) in each of the grouping models set out in Figure 3.1. For most of the grouping models there are two potential site layout options identified.

Table 3.3 – Matrix of Long List Options: Location on Cultural Heart site

Option	Location	*Cutlural Heart Core*					*Other Potential Uses*	
		Gallery	*Museum*	*Library*	*Venue*	*Food Hall*	*Commercial*	*Archive*
	Twin Centre - v1							
	North							
1	*Library*							
	Market							
	South							
	Twin Centre v2							
	North							
2	*Library*							
	Market							
	South							
	Cultural Heart (single site) v1							
	North							
3	*Library*							
	Market							
	South							
	Cultural Heart (single site) v2							
	North							
4	*Library*							
	Market							
	South							
	Cultural Campus							
	North							
5	*Library*							
	Market							
	South							
	Distributed v1							
	North							
6	*Library*							
	Market							
	South							
	Distributed v2							
	North							
7	*Library*							
	Market							
	South							
	Arts Centre v1							
	North							
9	*Library*							
	Market							
	South							
	Arts Centre v2							
	North							
9	*Library*							
	Market							
	South							
	Refurbished v1							
	North							
10	*Library*							
	Market							
	South							
	Refurbished v2							
	North							
11	*Library*							
	Market							
	South							

3.12 Table 3.3 presents a total of 11 initial long-list options (it is worth noting that several of these options also had two or more versions that amended the location of one of the elements). These options were then located onto the Cultural Heart footprint informed by the area schedules to see how and where the building elements could be positioned.

3.13 Following discussion, the number of refurbished options was increased by two to give a total of 13 long list options for consideration. These options are illustrated in Figures 3.2 to 3.15 on the following pages.

Figure 3.2 Option One – Twin Centre 1

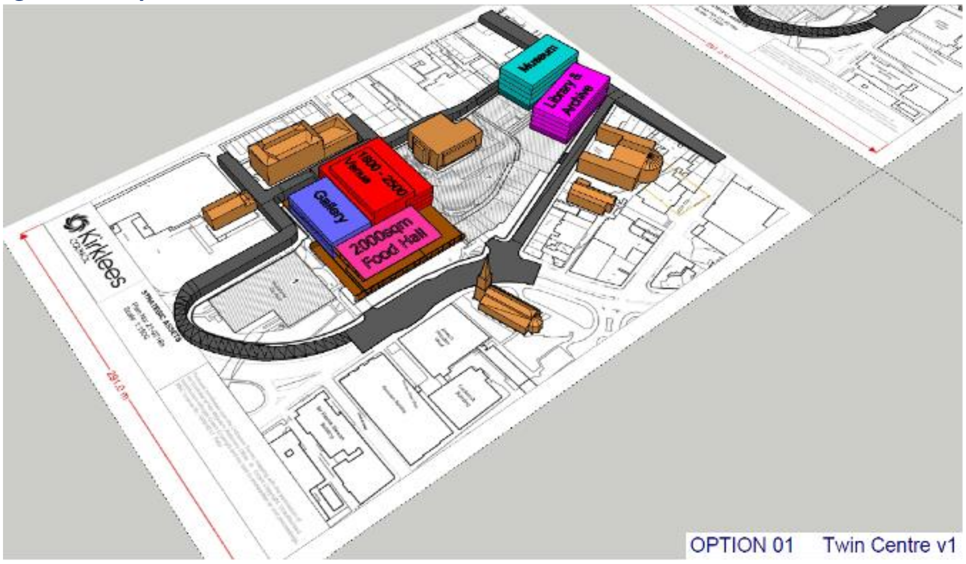


Figure 3.3 Option Two – Twin Centre 2

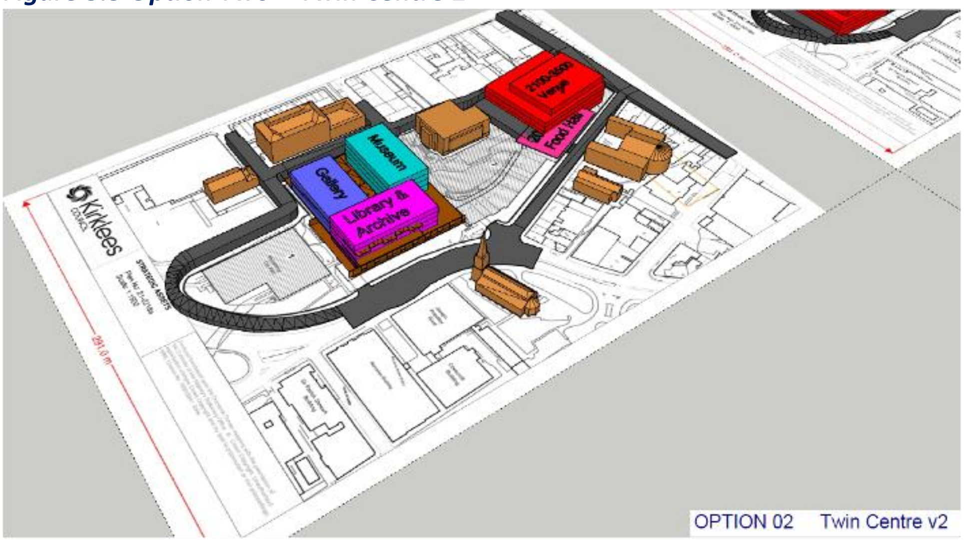


Figure 3.4 Option Three – Cultural Heart 1

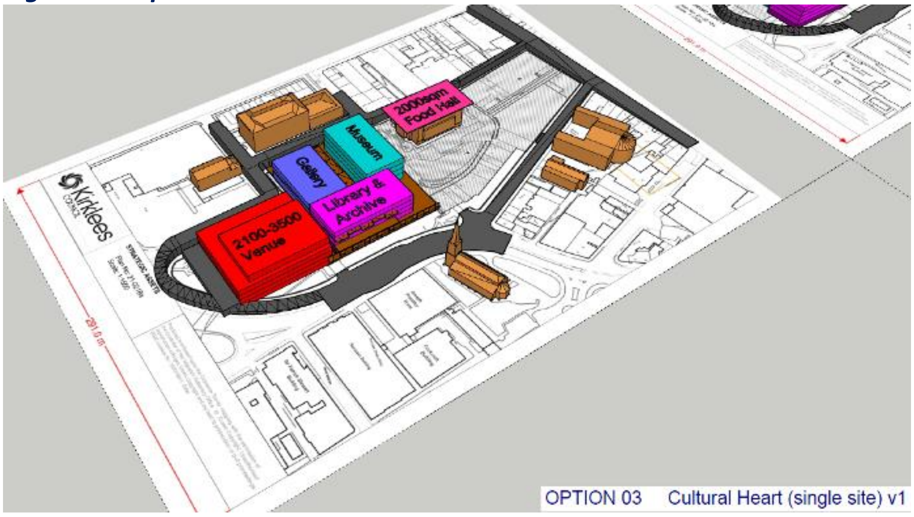


Figure 3. 5 Option Four – Cultural Heart 2

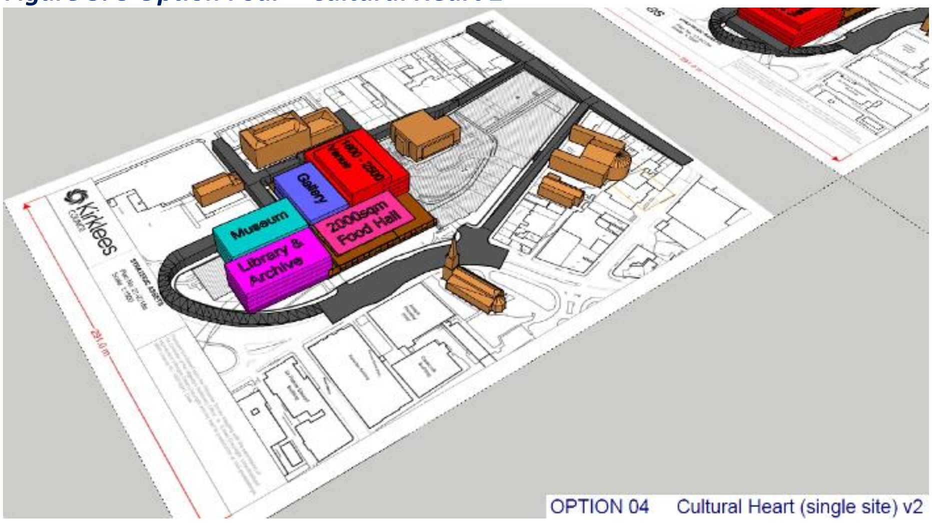


Figure 3. 6 Option Five – Cultural Campus

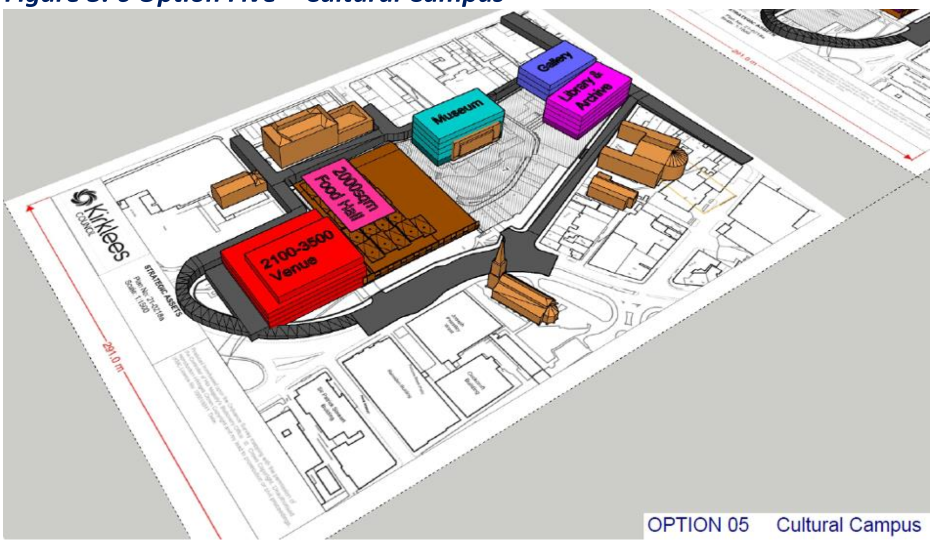


Figure 3.7 Option Six (A) - Distributed 1

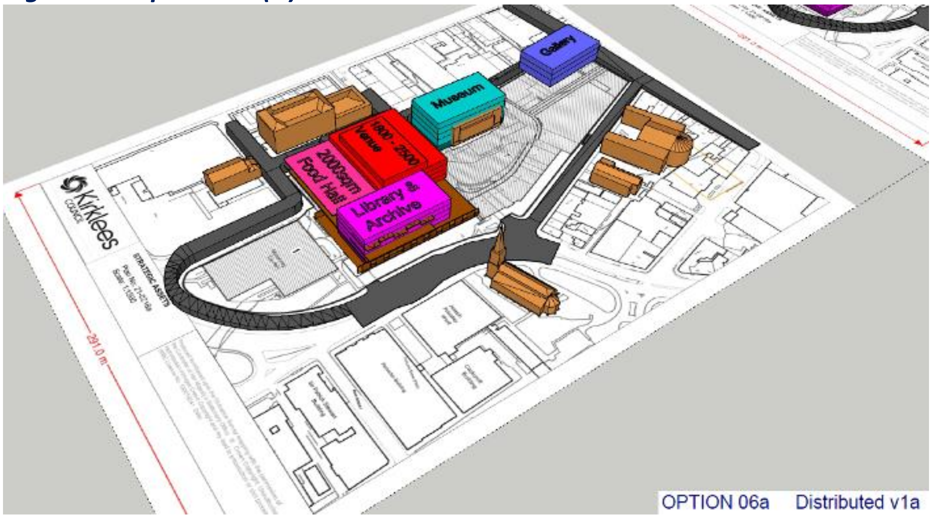


Figure 3.8 Option Six (B) - Distributed 1

Figure 3. 9 Option Seven – Distributed 2

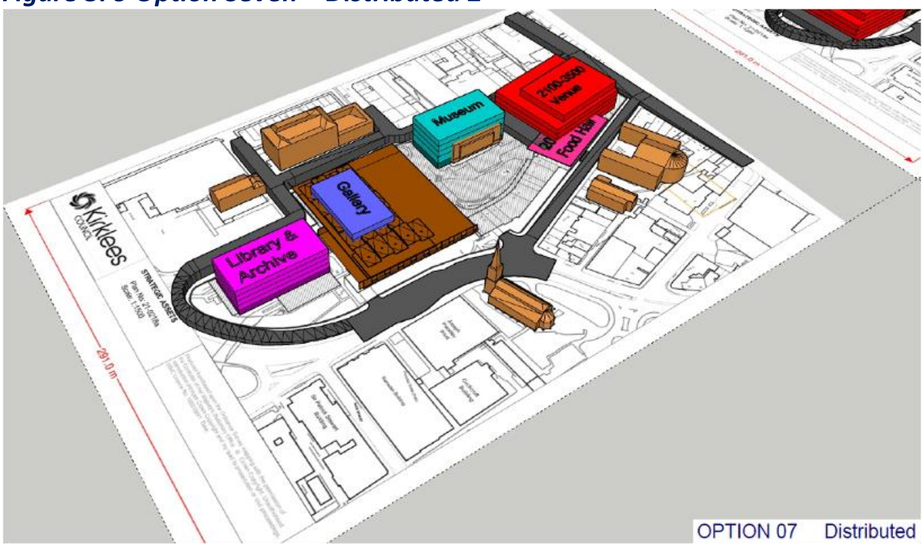


Figure 3.10 Option Eight – Arts Centre 1

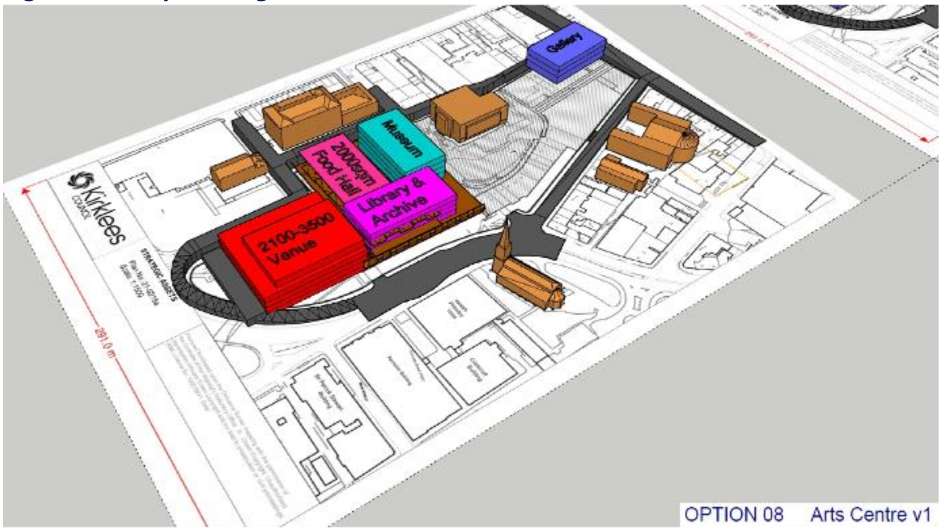


Figure 3. 11 Option Nine – Arts Centre 2

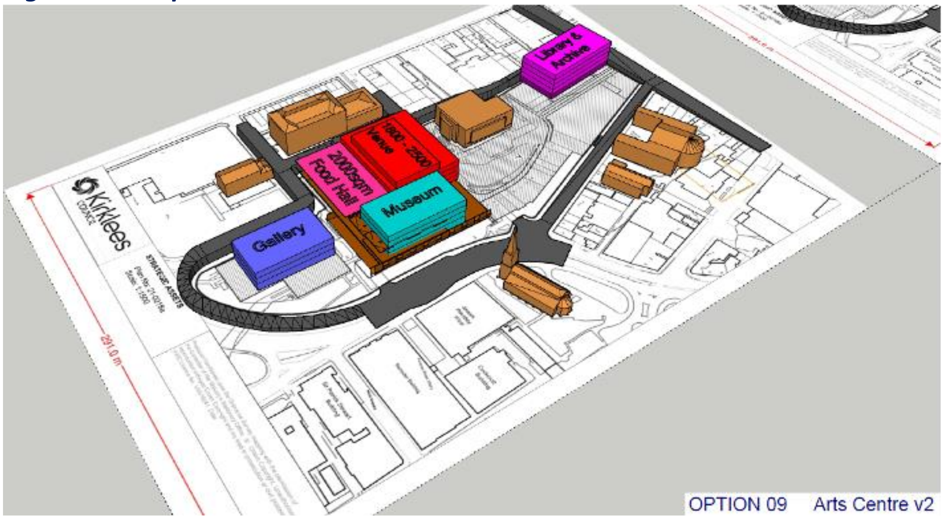


Figure 3. 12 Option Ten (A) - Refurbished 1

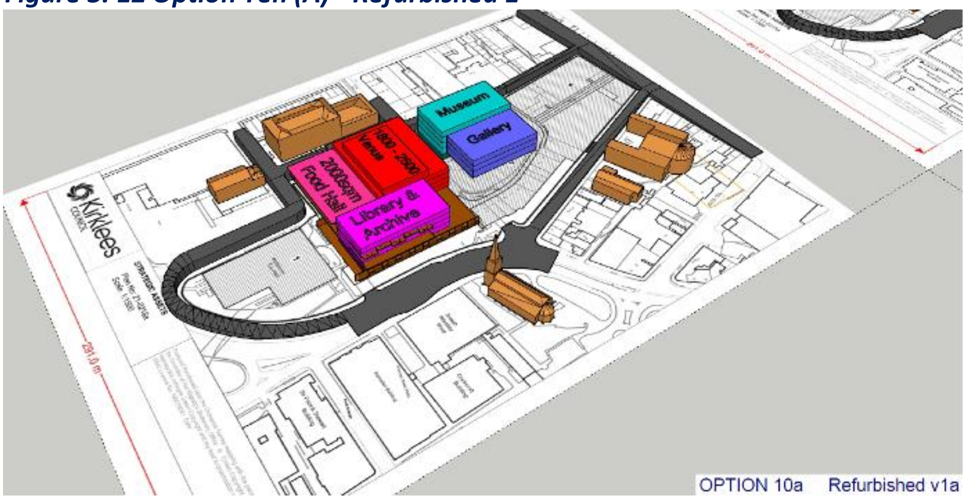


Figure 3.12 Option Ten (B) - Refurbished 1

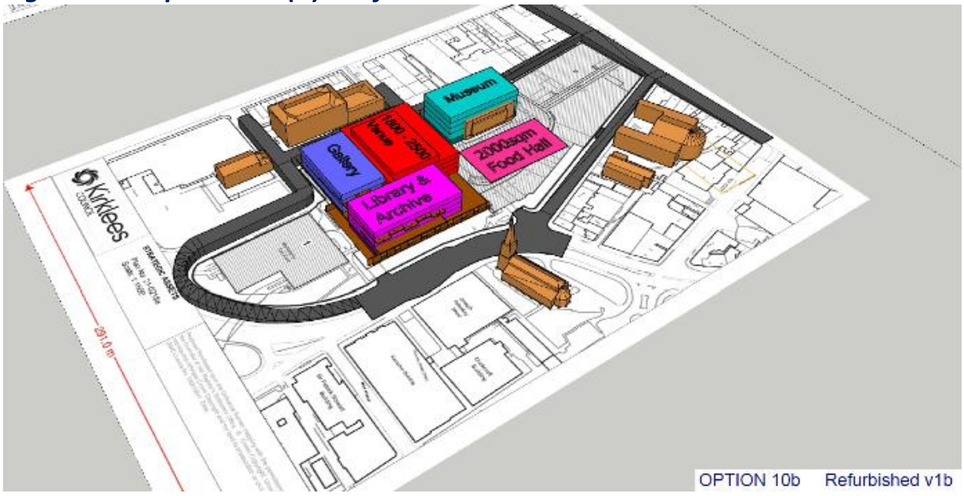


Figure 3.13 Option Eleven – Refurbished 2

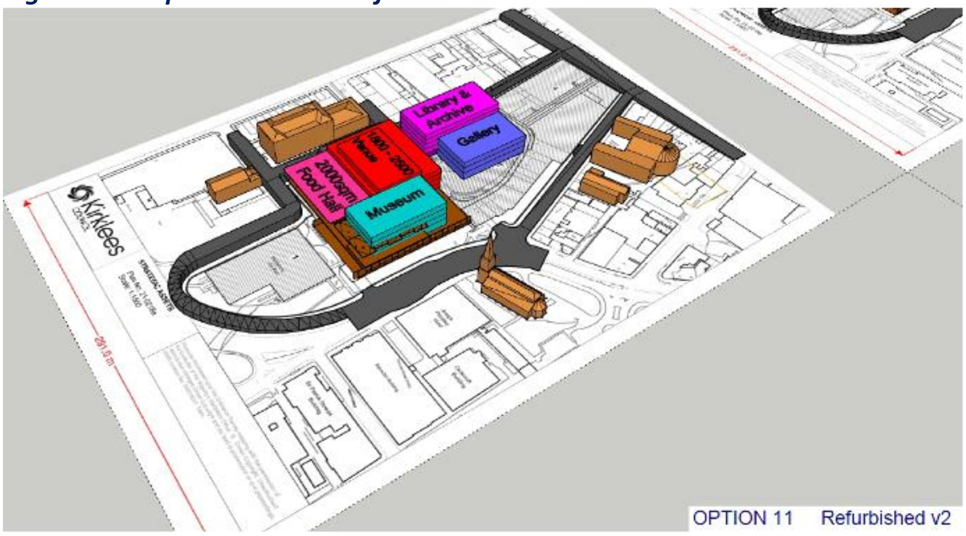


Figure 3. 15 Option Twelve - Refurbished 3

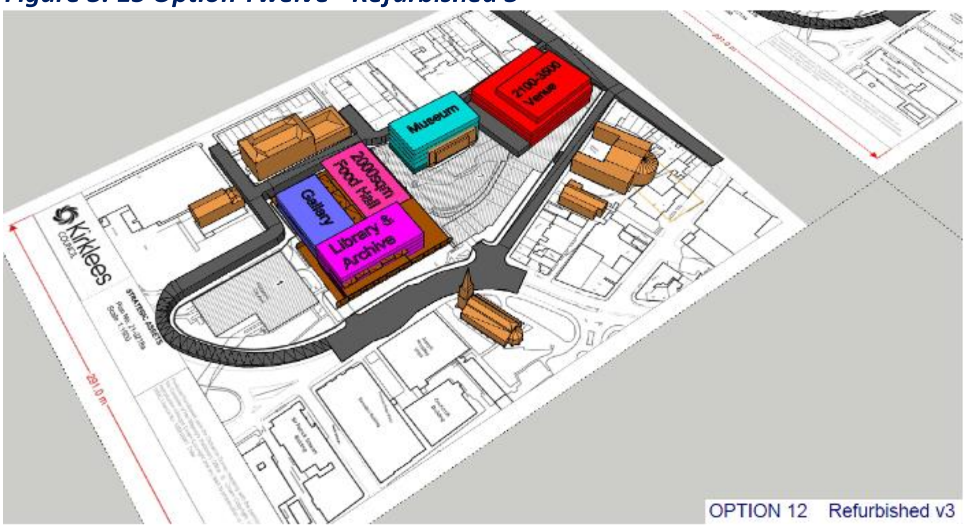
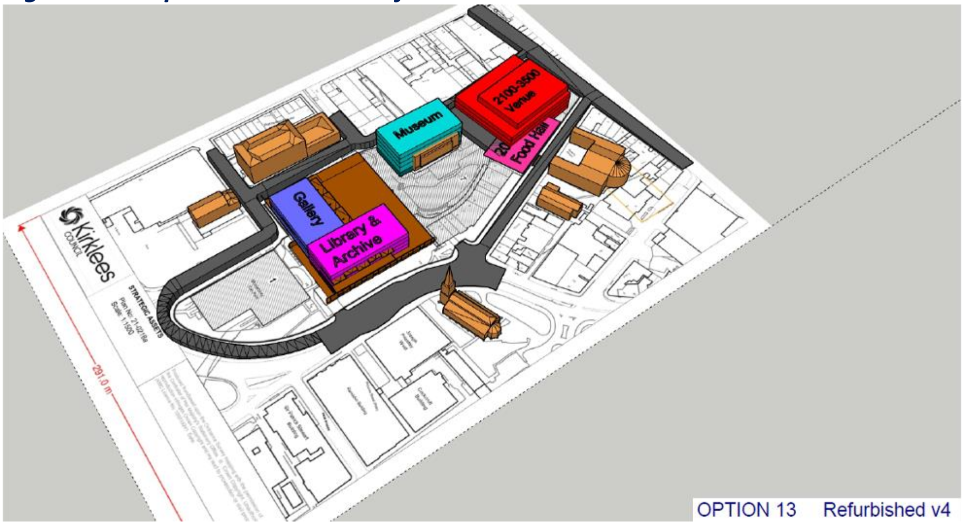


Figure 3.16 Option Thirteen – Refurbished 4



3.14 In addition to the project options set out above, we have scoped a Business As Usual and a Do Minimum option, as follows:

3.15 The Business As Usual (i.e. do nothing) option will still require actions and incur expenditure of c £17.5m, specifically:

- Maintenance of the library building circa £8m
- Maintenance of the Market Hall circa £8m
- Decant costs for the Market Hall circa £1m
- Works to car park site to make safe circa £500k.

3.16 The Do Minimum option requires some actions to be undertaken that will improve the current provision of services, however, it is much less than the full Cultural Heart options. We will review this Do Minimum option further at the next stage to assess whether it really does meet the project objectives. Currently this option would be as follows:

- Library remains in the existing library building
- The northern retail section remains including tunnels
- No urban park/minimal urban park
- Museum collection principally stays where it is with some small exhibits in the Market Hall
- Food Hall in the Market Hall
- Demolish the retail wrapper around the Market Hall [redacted]
- Small venue of 1,200 capacity [redacted]

3.17 For the Do Minimum option, all of the costs associated with the BAU option would be included as they are health and safety works. The current estimate for this version of the Do Minimum option is c £80m incl. fees and contingency. The definitions and costs for both these options will be developed further during the next phase of the Outline Business Case.

Long-list options assessment

3.18 Based on the work undertaken to date, we consider that there are five principal categories of criteria for assessing the various Cultural Heart options that cover the various expressed Council policy ambitions for the project and, when combined, represent the overall components of regeneration:

- Deliverability - exploring the pragmatic elements required to plan, build, deliver, operate and sustain a complex multi-building capital development
- Social Impact - addressing the increasing residential nature of the town centre and overall amenity for Kirklees residents
- Cultural Impact - considering how this maximises and raises the profile of the national and regional status of the various civic collections, activities and buildings
- Economic Impact - establishing the areas of primary direct and indirect economic benefit from residents and potential visitors
- Strategic - ensuring the broader long-term policy objectives of Kirklees are being addressed, and its role in relation to other town infrastructure initiatives

3.19 The specific criteria within in each category are set out in Table 3.4. These are the criteria that were developed with the Programme Board against which the long-list of options were assessed.

Table 3. 4 Assessment criteria

Criteria Category	Criteria Number	Criteria Description
Deliverability	1	Land availability
	2	Likelihood of planning/heritage consent
	3	Scale of construction challenge (buildability)
	4	Affordable (likely to meet financial targets)
	5	Anticipated scale of operational costs
	6	Anticipated scale of construction costs
	7	Achievable within timescale
Social Impact	8	Maximising quality and delivery of existing services
	9	Improving built-environment amenity
	10	Increasing green space
Cultural Impact	11	Increasing town profile nationally
	12	Maximising existing cultural assets
	13	Enhances access to/use of adjacent cultural buildings
Economic Impact	14	Maximising footfall: residents
	15	Maximising footfall: visitors
	16	Increasing dwell time
Strategic Impact	17	Fit with Blueprint objectives
	18	Meeting Kirklees' Green/Net-Carbon agenda

3.20 Through facilitated workshops with the SDP and the Council, each of the thirteen options was RAG-rated (Red, Amber, Green) against these criteria, with the following key:

Figure 3.17 RAG key

	meets criteria
	some concern against criteria
	fails criteria
++	*increased positivity*

3.21 Prior to rating, two further practical issues were noted that feed directly into both the land availability criteria and the timetable delivery criteria:

- [redacted]
- Car parking can only be delivered on the former MSCP area at the south end of the site). Technically, some of the building elements could still be constructed over this, although not the Venue due to the servicing needs of the building required to meet operator and promoter requirements

3.22 The outcome of the assessment is recorded and shown in Table 3.5 below.

Table 3.5 RAG Assessment of Long-List of project options

		Criteria																	
		Deliverability							Social Impact			Cultural Impact			Economic Impact			Strategic Impact	
		Criteria 1	Criteria 2	Criteria 3	Criteria 4	Criteria 5	Criteria 6	Criteria 7	Criteria 8	Criteria 9	Criteria 10	Criteria 11	Criteria 12	Criteria 13	Criteria 14	Criteria 15	Criteria 16	Criteria 17	Criteria 18
Options	Option 1: Twin Centre v1				+				+			+							
	Option 2: Twin Centre v2					+			+			+							
	Option 3: Cultural Heart v1					+			++	+	++	+				+	+		
	Option 4: Cultural Heart v2					+			++	+	++	+				+	+		
	Option 5: Cultural Campus										++		+						
	Option 6a: Distributed v1a		+																
	Option 6b: Distributed v1b								+			+	+			+	+		
	Option 7: Distributed v2									+	+	+		+		+	+		
	Option 8: Arts Centre v1								+		+								
	Option 9: Arts Centre v2									+	+								
	Option 10a: Refurbished v1a		+		+	+			+										+
	Option 10b: Refurbished v1b		+		++	+	+		+			+				+			++
	Option 11: Refurbished v2		+		+	+	+												
	Option 12: Refurbished v3						+		+			+	+		+	+	+		
	Option 13: Refurbished v4								+	+		+	+	+	+	+	+		

3.24 When the options that are not technically possible (i.e. contain red) are discounted, the remaining options are as shown in Table 3.6.

Table 3.6 Technically achievable project options

		Criteria																	
		Deliverability							Social Impact			Cultural Impact			Economic Impact			Strategic Impact	
		Criteria 1	Criteria 2	Criteria 3	Criteria 4	Criteria 5	Criteria 6	Criteria 7	Criteria 8	Criteria 9	Criteria 10	Criteria 11	Criteria 12	Criteria 13	Criteria 14	Criteria 15	Criteria 16	Criteria 17	Criteria 18
Options	Option 4: Cultural Heart v2					+			++	+	++	+				+	+		
	Option 10a: Refurbished v1a		+		+	+			+										+
	Option 10b: Refurbished v1b		+		++	+	+		+			+				+			++
	Option 11: Refurbished v2		+		+	+	+												

3.25 From this assessment, the Preferred Way Forward is the one with the fewest amber and greater number of positive green ratings, which is option 10b. This approach and the conclusion were confirmed in a workshop with the Programme Board.

3.26 This option provides for the Gallery and the Library to be located into the refurbished Market Hall. The Gallery has the potential to exhibit national quality exhibits in a high quality built environment as well as take national touring exhibits. This will attract visitors from beyond the town, from the region and nationally. The Library is the largest footfall driver and as such the greatest number of local residents will have the best environment to use the library services. The Venue will be new build, as it is in all options, and we will continue to develop the final preferred scale of the venue at the next stage. It will be multi use for entertainments, conferencing, exhibitions and events. It will likely dovetail its activities with the other gallery and exhibition spaces proposed for the library, museum and the gallery. The museum at Tolson will move into the town centre into the refurbished library building, potentially taking advantage of the undercroft space for an exciting exhibit space. The Food Hall will be new build and provide the 'glue' to bring together all of the other features and support the F&B requirements in each of the individual spaces. It will open out into the urban park which is maximised in this option. The park will encourage the permeability of the scheme providing the easy link with the university and opening out the Laurance Batley Theatre and the Town Hall so both venues can be properly integrated into the Cultural Heart scheme.

3.27 Option 10b as the Preferred Way Forward maximises the assets that are available, in particular the heritage buildings, a strong town centre profile and urban park , creates a platform for improved services, whilst being deliverable and achievable in the project timetables. It has the strongest sustainability and financial credentials and in addition provides additional land for potential future development at the north of the site.

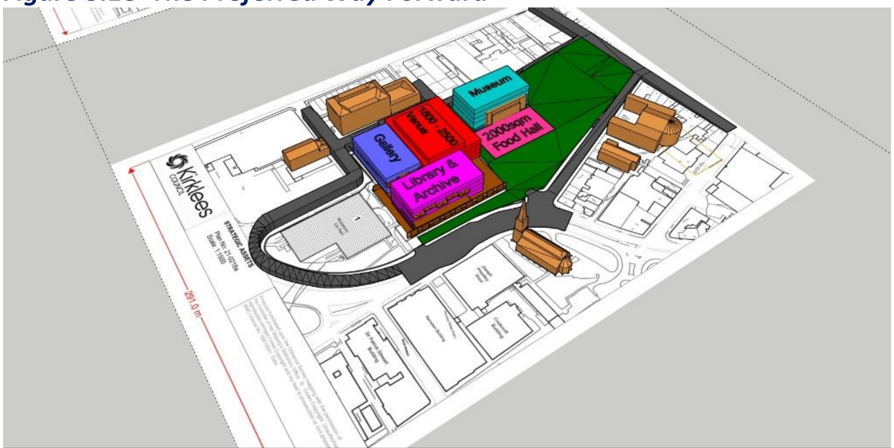
Short listed Options

3.28 The short list to be examined in further detail at the Outline Business Case stage will, therefore include an assessment of the following options:

- Business as Usual (BAU)
- A realistic "do minimum" based on the core requirements for the project
- The recommended Preferred Way Forward (Option 10b)
- Two alternative project options – 10b with either a larger (up to 2,500) or smaller (1,200 capacity) venue component. This element of the scheme will be subject to further market testing and represents a more ambitious and less ambitious option within the Preferred Way Forward

3.29 The Preferred Way Forward option is 10b, illustrated below:

Figure 3.18 The Preferred Way Forward



Criteria																	
Deliverability							Social Impact			Cultural Impact			Economic Impact			Strategic Impact	
Criteria 1	Criteria 2	Criteria 3	Criteria 4	Criteria 5	Criteria 6	Criteria 7	Criteria 8	Criteria 9	Criteria 10	Criteria 11	Criteria 12	Criteria 13	Criteria 14	Criteria 15	Criteria 16	Criteria 17	Criteria 18
	+		++	+	+		+			+				+			++

3.30 Thus, four short-listed options, including the two variants of the Preferred Way Forward will be assessed in detail in the Outline Business Case.

Net Present Social Cost/Net Present Social Value

3.31 A full assessment of the NPSC/NPSV of each of the short-listed options will be undertaken as part of the OBC.

4. The Commercial Case

Introduction

4.1 This section provides an overview of the current assumptions regarding the most effective way to manage the procurement of the Preferred Option.

Procurement Strategy and route

4.2 The Council has appointed Turner & Townsend as its Strategic Development Partner (SDP) for the project, using the SCAPE (MACE) Framework. The SDP role includes that of Programme Management, Development Management, Project Management, Cost Manager, Business and Venue Planning consultant, Planning Consultant, BIM lead and information management and sustainability.

4.3 The SDP will manage the main procurement activities for the programme on behalf of the Council. The current assumptions relating to the key procurements, namely that of the professional team, contractor and tenants are described below.

Professional team procurement strategy

4.4 The SDP is responsible for managing the procurement of professionals and specialist advisors. At this stage, these have been grouped into the following three packages:

- Package 2 – Master planning team – the architect responsible for master planning and the design team to deliver the master plan for the Cultural Heart and achieve two key objectives, outline planning permission and full plans approval
- Package 3 – A multidisciplinary engineer providing civils, structural, MEP, sustainability and specialist engineering services
- [redacted]

4.5 Packages 2 and 3 are currently being procured via the SBS Construction Consultancy Services framework. Package 2 services are being procured under Lot 1 (Architectural Services) with package 3 services being procured under Lot 12 (Multi-Disciplinary team and Ancillary Services).

4.6 An initial sifting process was undertaken based on Consultant's responses to a Capability Assessment. The responses were assessed by an Evaluation Panel and the outcome of the process was that a shortlist of six consultants were invited to bid for each Lot.

4.7 An Invitation to Bid (ITB) was issued via Kirklees Council's YORtender procurement portal on 6 August 2021. Six bids were uploaded to the procurement portal by the deadline of 9th September 2021 in respect of Lot 1. Three bids were received in respect of Lot 12.

4.9 The tenders were assessed using the award criteria set out in Table 4.1.

Table 4.1 Professional Team Procurement Award Criteria

Criteria Description	Weighting
Mandatory Criteria	Pass/ Fail
Quality	60%
Social Value	10%
Price	30%
Overall Total	100%

4.10 The SDP procurement lead undertook a review of the bids received to establish that they were complaint with the Invitation to Bid prior to circulation to the Evaluation Panel members.

4.11 The Quality Evaluation Panel members were not provided with any details of the Bidders commercial offer. Evaluation of the quality questions and the Bidders price submission has been completed. Kirklees Council were assessing the social value submissions received from the Bidders.

4.12 Three of the Lot 1 Bidders submitted comments in respect of the proposed contract terms and conditions. These were forwarded to Kirklees Legal’s appointed lawyers Addleshaws to address/review.

4.13 Appointments will be finalised in October 2021.

Construction contract procurement

4.14 The procurement strategy for the construction works is a key element of the programme delivery phase. The approach is being developed through a series of workshops between the SDP and the Council. Two procurement workshops have taken place to date, with more scheduled. The early considerations and findings are set out below.

4.15 It is likely that there will be a limited number of suitably qualified and experienced contractors that could deliver a programme of this scale. Therefore, the SDP will use its market knowledge to identify potential contractors that would be capable of delivering the scheme. Early market engagement is also under consideration.

4.16 At this stage the proposals being considered are as follows:

- A 2-stage competitive tender process
- A single contractor on-site at any time, but potentially splitting the enabling and main works contracts
- Using either an existing framework/ or a restricted process

4.17 It is important for programme delivery and obtaining best value, that the process is competitive for as long as possible, and the amount of negotiation limited.

Tenants and occupiers

4.18 The procurement process for future cultural tenants and occupiers will be identified at the OBC stage. However, it is assumed that the procurement process will be determined by a combination of:

- the form of contract and scope of services sought from the market
- applicable procurement regulations
- level of market interest in any opportunities (and therefore potential level of competition and market appetite for various procurement processes)
- maximising value for money
- industry best practice.

4.19 It should be noted that a number of different types of procurement process may be required across all of the uses. This is expanded upon further later in this section in relation to the operation of the food hall.

Service requirements and outputs

4.20 The service requirements and outputs will be scoped in detail at the OBC stage.

Risk Allocation

4.21 Table 4.2 below sets out working assumptions on risk allocation between the public and private sector. These assumptions have been developed with the SDP team and will be tested through the development of the OBC.

Table 4.2 Risk apportionment

Risk category	Potential allocation		
	Public sector	Private sector	Shared
1. Design risk			X
2. Construction and development risk			X
3. Transition and implementation risk	X		
4. Availability and performance risk			X
5. Operating risk			X
6. Variability of revenues risk			X
7. Termination risks	X		
8. Technology and obsolescence risks			X
9. Control risks			X
10. Residual value risks	X		
11. Financing risks	X		
12. Legislative risks			X
13. Other project risks			X

Key contractual arrangements

4.22 An initial view on the potential contractual arrangements for the key contracts are set out below and will be subject to further development during the OBC stage.

Professional team

4.23 As set out above, the professional design team is being procured through the SBS Framework, which comes with a standard set of contract documents. However, the Council will not use the Framework's Service Level Agreement or Call-Off Terms and Conditions to form the Contract.

4.24 Instead, the Council will contract on a form of NEC4 Professional Services Contract June 2017 (as amended in January 2019 and October 2020) with a bespoke set of Z clauses, provided to the bidders during the procurement process.

Build contract

4.25 The form of contract is to be agreed, however the most likely procurement route is a Design and Build contract form.

Operating contracts

4.26 There are a range of facilities within the preferred scheme, with potentially different options for operating parties/ contracts. Table 4.3 below sets out the potential options for each facility, with the most likely option highlighted in green. These assumptions will be tested at the OBC stage.

Table 4.3 Operating contract options

Facility	Contract options				
	Council in-house	Trust operation	Commercial operator – lease	Commercial operator – management agreement	Other?
Museum	✓				
Gallery	✓				
Library	✓				
Archive					✓
Venue	✓		✓	✓	
Food Hall	✓		✓	✓	
Car park	✓		✓	✓	
Urban park	✓				

4.27 As set out earlier in this SOC, the library and museum are already operated in-house by the Council, and this is expected to continue.

4.28 The archive is currently operated by the West Yorkshire Archive Service that manages the other archives in the region, this arrangement is expected to continue.

4.29 It is anticipated that the urban park will be managed by the Council, as a public asset.

4.30 There are a range of options for the potential operation of the venue, including in-house Council operation or outsourcing to a commercial operator on either a lease or management agreement basis. A more detailed assessment of these options will be undertaken during the OBC stage, however the (prudent) working assumption is that the venue would be operated by a commercial operator under a management agreement potentially with an agreed minimum cost position for the Council.

4.31 The current working assumption is that the Car Park will continue to be managed by the Councils in house team, although this can be tested during the OBC stage.

Food Hall

4.32 The management options for the food hall have been developed by Queensbury (part of the SDP team) and are set out below. As described, the preferred option will, in part be determined by market interest in the opportunity, which will be tested at OBC stage.

- **Traditional Leasing Arrangement** – the Council lease the space as an area to a tenant who will then pay a rent (fixed amount or fixed amount with turnover top up) to lease the space from the landlord (the Council) and then will run the bars and curate a mix of kitchens usually via sub-leases to food & beverage vendors. Agreement will be required on the areas included within a lease arrangement i.e. if toilets and washroom facilities are dedicated to the food hall or are shared with other areas could or could not be included within the lease.

  In a lease arrangement it is typical, in the current market, that the operator will undertake fit out works from the warm shell and this will be part funded by a capital contribution as part of the leasing deal. A rent free period of approximately 12 months would also be expected. This approach passes the risk to the operator as they are contracted to pay a rent regardless of performance however it will remove an element of control the Council could demand if adopting the alternative options.

- **Council Owned and Operated** – the Council retain control of the food hall space and take full responsibility for the operation and management of the food hall including securing tenants, delivery and management of the space, fit out and design. All fit out works are undertaken by the Council as landlord and then kitchen and bar spaces would be let to individual food or bar vendors. Furniture in communal dining areas is provided by the Council as the operating entity. This option would not typically be recommended unless the council already have an operational / management arm which has the knowledge and expertise to deliver and manage this type of venture. Again, all risk would sit with the council if this option was progressed.

- **Management Agreement** – the Council procures an agreement with a food hall operator who will run the management and operation of the food hall including responsibility for securing vendors. The management company will be paid a management fee (that may include a turnover related incentive). The council will retain the profits (or a share of depending on deal structure). All fit out works will be undertaken by the Council however this will be done in partnership with the operator who will advise on design and logistics. A management agreement would be most attractive to the if there was no demand from the market to take on a traditional lease or in the event that the wanted more control over the offer being delivered. In this model the council would be taking on the risk as the management fee would be payable regardless of performance. As the council would be paying for a service there would be more ability to influence/direct the approach taken. As the food hall is essentially a new business created specifically as part of the Cultural Heart development, the current recommendation would be that Council explore either a traditional lease arrangement or service management contract with an experienced operator. This would represent a lower risk to the Council and give more security of operating cost and establishment of a successful facility.

4.33 A period of soft market testing will determine market appetite and the most appropriate form of contract and in turn procurement approach. For example, if demand is strong a traditional marketing campaign would be recommended. If a management agreement is the preferred approach, it is likely a more formal tender would be undertaken with operators bidding on management cost and concept design. Based on current market conditions expectancy will be to see appetite from the active operators on a traditional lease basis.

Personnel implications

4.34 The SDP carried out a full Skills and Capacity Assessment of the Council in March 2021. This included interviewing 16 Council employees from 16 departments/ disciplines to identify the current skills and resource position and identify what it needs to be in the future to support the delivery of this programme.

4.35 Key themes raised in the process are set out in Figure 4.1 below.

Figure 4.1 Key themes raised in Skills and Capacity Audit

4.36 The report identified the strengths and weaknesses of the Council departments, whether they had sufficient resources for the future roles required, set out the role of each department in delivering the programme and made recommendations as to how to move the current situation to where it will need to be.

4.37 Overall, there were a number of gaps identified in terms of skills and capacity, that will be addressed for the delivery of this programme.

[redacted]

5. The Financial Case

Introduction

5.1 This section sets out the headline financial information for the Preferred Way Forward identified in Section 3. This includes indicative capital cost estimates, broken down into key scheme components. It also sets out the overall anticipated operating costs and revenues for each element to the extent they are known at this stage.

5.2 It will cover the expected overall financial impact of the Preferred Way Forward from the current Business as Usual position focusing on the overall revenue impact. Included will be the initial financial feasibility of the Preferred Way Forward and an assessment on affordability in line with the overall objectives set out above in section 2. It identifies any key substantial financial risks for the project funding.

Outline Capital Costs

5.3 Turner & Townsend has prepared a cost analysis report for the Preferred Way Forward, [redacted] The headline costs are summarised in Table 5.1 below.

Table 5.1 Preferred Way Forward Capital Cost Estimate

		Capital Cost Preferred Option
		£
[redacted]		[redacted]
[redacted]		[redacted]
[redacted]		[redacted]
[redacted]		[redacted]
[redacted]		[redacted]
[redacted]		[redacted]
[redacted]		[redacted]
[redacted]		[redacted]
[redacted]		[redacted]
[redacted]		[redacted]
[redacted]		[redacted]
[redacted]	[redacted]	[redacted]
[redacted]		[redacted]
[redacted]		[redacted]
[redacted]		[redacted]
[redacted]	[redacted]	[redacted]
[redacted]	[redacted]	[redacted]
[redacted]		
[redacted]		[redacted]
[redacted]		[redacted]
Total Cost including Inflation		**209,938,964**

5.4 As highlighted in Table 5.1 above the estimated capital cost of the scheme is £197m excluding build cost inflation. Including the estimated impact of build cost inflation to the first quarter of 2024 increases the overall cost by 6.7%, £13m taking the total estimated project cost to just under £210m.

[redacted]

[redacted]

[redacted]

[redacted]

5.9 As the project develops further additional work will be undertaken by all parties including the cost consultants on the overall expected capital costs of the Preferred Way Forward. At the next stage of the project additional work will be undertaken as part of the development and cost review which will also consider:

- Venue planning to optimise the existing buildings and the potential to utilise shared spaces such as front of house activities for both Library and Gallery
- Further development of the venue design and overall brief for each of the facilities
- Additional engineering work on the demolition options
- Testing professional fees and the required contingency levels.

Revenue Position

5.10 The net revenue position for the existing facilities is set out in the Strategic Case section. We have been provided by the Councils Finance Department the current net operating costs for each of the areas under their control.

5.12 These figures that have been provided are for the year 2020 and as a result they would be affected by Covid-19 closures. They also reflect the considerable operational savings that have been made over the previous years as a result of the Councils austerity programme including reduced opening hours. However, from discussions with the Councils finance team, they confirmed that the numbers below are representative of the operating position for these facilities.

5.13 As the project progresses into the next stage additional work will be undertaken in conjunction with the Councils finance team to fully establish the underlying revenue position of the existing facilities. This would include taking into full consideration any financial impact the Covid 19 closures and the additional costs of any proposed increased opening hours.

5.14 Whilst the Council retain ownership of the Piazza Shopping Centre, the management of the centre is outsourced to a third party agent, Carter Jonas. We have been provided with figures from Carter Jonas as to the current financial position of shopping centre including rents received, unrecoverable service charges and business rates in respect of empty units.

5.15 In summary in the business as usual position the overall net operating cost for the current facilities is set out in table 5.3 below.

Table 5.3 ***Current net operating costs of current facilities***

	Current Annual Net Operating Costs £
Library	(1,615,000)
Gallery	(45,000)
Museum	(114,000)
[redacted]	[redacted]
[redacted]	[redacted]
Total	(1,524,000)

5.16 As highlighted in table 5.3 above, our current understanding of the financial net operating position of the current facilities is that in total they cost the Council annually c£1.5m. The current library having the largest impact on the current financial position costing c£1.6m per annum including a £325k annual sum for books and other equipment.

[redacted]

5.18 At this stage of the process, detailed financial business plans and projections have yet to be developed for the Preferred Way Forward. This work will be undertaken at the next stage of the project. We will only then be able to fully assess the financial case for the preferred option.

5.19 However, it should be noted that as part of the process in developing the Preferred Way Forward some key financial parameters have will be taken into account. These include

- The net revenue cost of operating the Museum, Library and Gallery should be no more than the current position on a like for like basis
- Additional revenue costs may be incurred for these facilities but only if they reflect a change in operating strategy such as increased opening hours etc.
- It is anticipated that the proposed new venue will operate at nil cost to the Council, but this is subject to the operating strategy adopted for this venue
- The proposed food court and car park should make a positive contribution to the operating revenue position
- Any additional commercial development at the site will only be undertaken if it has an overall positive contribution for the Council using normal development principles

[redacted] As outlined above the project will include a number of commercial elements including the Food Hall which is an integral part of the Preferred Way Forward. At this stage based on achieving average rents of between [redacted] per square foot and with an external management solution it is expected that the Food Hall should generate a positive contribution of between [redacted] per annum. [redacted]

5.21 The proposed new 500 space car park to be constructed as part of the scheme will also make a positive contribution the Councils revenues. Additional work is required at the next stage to fully assess the quantum of these car park revenues.

Impact on balance sheet

5.22 At this early stage of the project, it is not possible to fully assess the impact on the Councils balance sheet in respect of the Preferred Way Forward. As the scheme is developed and the scheme costs become more known the impact will be fully assessed.

5.23 The scheme proposed is a large scheme and will result in additional assets being owned by the Council and being included in its balance sheet. This would include the new venue and the food court. The other venues would be some new build element and also a considerable amount of refurbishment including the current Queensgate market and current library. This will also have an effect on the carrying values of these assets on the Councils balance sheet.

5.24 An additional potential impact would be the value in the Councils balance sheet of the current Tolson museum building and the potential need for any impairment provision to be included in the balance sheet.

5.25 As outlined below the funding strategy is still in the early stages of development. But it is likely that some or all of the capital costs incurred will be funded from existing Council resources or by additional borrowing.

5.26 Regardless of the funding strategy chosen it would have a significant effect on the liabilities carried in the Councils balance sheet. If some of the funding is to be from existing resources, this would result in a reduction of these in the balance sheet.

Impact on income and expenditure account

5.27 The current venues to be included already have a £1.5m impact on the Councils income and expenditure account. It is one of the financial objectives that these facilities do not have any additional negative impact on the income and expenditure account unless there is a change in service levels.

[redacted]

5.29 Of the additional facilities to be built the proposed new venue is expected to have no impact either positive or negative on the Councils income and expenditure account. The food hall is estimated to have a [redacted] positive contribution per annum. The level of any positive contribution from the car park is still to be determined Any other commercial activities to be incorporated into the scheme would have a positive impact on the income and expenditure account and would only be undertaken if that was the position.

5.30 At this stage it is assumed that an amount would be borrowed by the Council to enable the scheme to take place. If c£200m were borrowed from the Governments Public Works Loan Board (PWLB), the annual loan repayments would be around £6.5m to £7.5m (based on current interest rates). Interest on this loan would be c£2m a year initially and would need to be accounted by the Council in its income and expenditure account.

5.31 The Council would additionally need to consider the impact of any loan repayments for its annual budget particularly its cashflow budgets, having due consideration for any Minimum Revenue Protection Rules (MRP) that may be in place.

Overall affordability and funding

5.32 We understand from senior Council officials that discussions have taken place and are ongoing as to the funding strategy to be adopted for the scheme. This includes obtaining political support from members. At this stage our understanding is that an amount of £200m has been assumed will be needed to fund the project.

5.33 As part of such funding strategy the scheme has been incorporated into the medium and long term treasury plan of the Council and that the senior members of the Council are aware of the likely annual costs of the scheme, particularly the cost of borrowing as outlined above and that this has been fully incorporated into the Councils overall financial plan.

5.35 As regards affordability, it is understood that at this stage the overall targeted cost of £200m is reported as being in the Councils Financial Strategy and the scheme is affordable, having considered all the financial implications of the project as it stands. However, the Council are still investigating the best funding option and as the scheme progresses to the next stage the affordability of the project will be under constant review and the final solution for funding will continue to be explored, to ensure that the scheme will remain within the Councils affordability envelope.

5.36 There are a number of financial risks that need to be considered and constantly reviewed and re-evaluated as the scheme progresses thought the stages

- Affordability – The overall affordability of the scheme needs to be constantly reviewed in the light of changing circumstances both for the scheme itself but also for the Council in general. This could include a change for example in its revenue projections as a result of a change in Central Government policy

- Deliverability – Can the Preferred Way Forward be delivered within the financial envelope set by the Council or will any changes need to be made to keep it affordable including any revaluation of the preferred option

- Interest Rates – As the scheme is to be funded as part of the Councils Treasury plan. Any change in interest rates may change the treasury plans and as a result the affordability of the scheme

- Unexpected events – There always remains a risk that a circumstance beyond what could be reasonably foreseen happens which results in an impact to the Councils funding and financing plans meaning the scheme would need to be reconsidered. An example would be the impact on Council finances of the recent Covid 19 restrictions.

Stakeholder support

5.37 At the current time the scheme has considerable support from all key stakeholders including the officers and members of the Council who are committed to funding the project. At this stage of the project, it is assumed that no other organisations including any central government departments or other non-governmental organisations are necessary for the successful delivery of the project in terms of providing any funding.

Summary

5.38 The scheme is a large project for the Council and will have a significant impact on the Councils financial position. The overall costs of the Preferred Way Forward including an allowance for inflation is just under £210m. Additional work will be performed by all parties to reduce the costs where possible including identifying any savings that may be possible in combining and sharing ancillary functions such as front of house activities.

5.40 There will be an impact on the Councils income and expenditure accounts although it is expected that the net operational costs for the existing facilities will not increase substantially unless there is a change in operational strategy. The new venue is expected to operate at no additional costs and the car park and Food Hall will have a positive contribution. Additional work will be undertaken at the next stage to fully establish the financial dynamics of the Preferred Way Forward.

5.41 The project will have a significant impact in respect of the funding for the scheme and it is expected to cost the Council c£7m per year in debt repayments. Our understanding is that this is fully in line with the Council’s medium term treasury management plan and both officers and members fully aware of the impact the project will have on the overall council finances including the impact on the balance sheet and income and expenditure account.

5.42 Whilst the scheme is a major investment for the Council in both capital and revenue terms the economic and social impact will be very significant. The SOC recognises that the scheme will attract between 750,000- 1,000,000 visitors and they will generate a large GVA for the town and the authority, let alone the region. These visitors will be from a local, regional and national catchment and subsequently we expect the GVA for the project to be a major boost to the social, economic and cultural fabric of the area. A full economic assessment will be carried out at OBC which will quantify the GVA.

6. The Management Case

Introduction

6.1 The Council has appointed Turner & Townsend as its Strategic Development Partner (SDP) for the project, using the SCAPE (MACE) Framework. The SDP role includes that of Programme Management, Development Management, Project Management, Cost Manager, Business and Venue Planning Consultant, Planning Consultant, BIM lead and information management and sustainability.

6.2 The SDP has prepared a detailed Programme Execution Plan (PEP) which sets out the key elements of the management case in detail. [redacted]

6.3 This section provides an overview of the management case, supported by the detailed information in the PEP.

Programme and project management governance arrangements

6.4 The Programme Governance structure is set out in Figure 6.1 overleaf and explained below.

Cabinet

6.5 The cabinet is the executive decision-making body of Kirklees Council. The Council has appointed a leader who is responsible for cabinet, the executive decision-making body of the council. The leader has appointed cabinet members, who have responsibility for work on a particular portfolio area and lead on policy development. The cabinet takes decisions collectively in public and cabinet members are jointly accountable for its decisions.

Programme Board

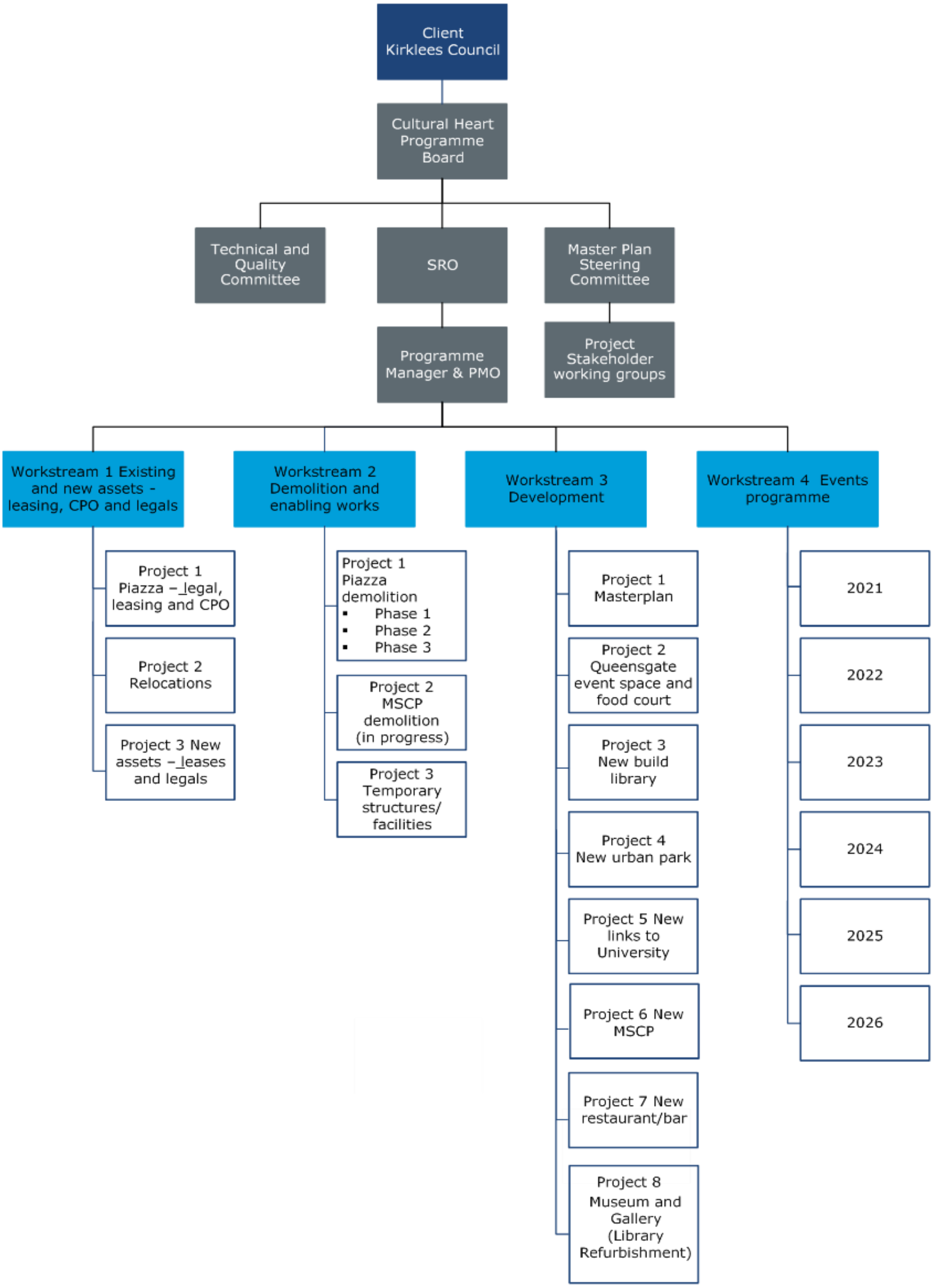
6.6 The Programme Board's prime purpose is to drive the programme forward and deliver the outcomes and benefits. Members will provide resource and specific commitment to support the Senior Responsible Officer who is accountable for the successful delivery of the programme. The members of the Kirklees Council Cultural Heart Programme Board are listed in the PEP.

Committees

6.7 The main committees associated with the programme are

- Master plan steering committee
- Technical and quality steering committee
- Finance committee

Figure 6.1 Kirklees Council Cultural Heart Programme Structure



Masterplan steering committee

6.8 The masterplan steering committee are responsible at this stage for the review and approval of the functional elements for SOC:

- Viability of commerciality of the programme to SOC
- Approving the SOC
- Agreeing the functional requirements are met
- Agreeing operational requirements are met.

6.9 This will be reviewed and updated at each Gateway. The master plan steering committee is consulted with on an ad hoc basis as needed during the schedule of the programme.

Technical and quality steering committee

6.10 The technical and quality steering committee are responsible for confirming technical and quality standards and completing the technical review and approval of the masterplan as it develops at the Gateways.

6.11 The technical and quality committee is consulted with on an ad hoc basis as needed during the schedule of the programme.

Finance Committee

6.12 It is understood that the Council wishes to set up a Finance Committee for the project which will be established during the OBC stage.

Approvals process – Gateway model

6.13 A Gateway model will be used to insert management and Kirklees Cabinet approval interventions into the programme lifecycle in order to maintain control over key decisions as the programme and any individual projects within the master plan develop. The Gateways will be employed at the following key programme stages (table 6.1 overleaf):

Table 6.1 Key Gateways

Gateway	Output
Gateway 1 (GW1)	Strategic Outline Case (SOC)
Gateway 2 (GW2)	Concept design and master plan [RIBA 1/2] Outline Business Case
Gateway 3 (GW3)	Detailed scheme design [RIBA 3/4]
Gateway 4 (GW4)	Procurement – Approval to award contract
Gateway 5 (GW5)	Readiness for service – Handover
Gateway 6 (GW6)	Programme review – Review programme against success criteria

Programme and Project Management

6.14 The Cultural Heart programme management approach will adopt the best practice of the Managing Successful Programmes (MSP) principles and themes to give a clear set of actions to set up, assure and deliver the programme to Kirklees Council's required objectives.

[redacted] An Outline Delivery Strategy (ODS) has been produced which sets out the overall approach and how the programme will be mobilised, set up and delivered [redacted]

[redacted] The project will utilise a common information management protocol and Building Information Modelling (BIM). Details of the common information management approach are contained the Programme Execution Document [redacted] and the BIM Strategy [redacted]

Key milestones

[redacted] The key milestones for the overall programme are set out in Table 6.2. [redacted]

Table 6.2 Key Milestones

Activities	Programme schedule
Cabinet approval	22/06/2021
Programme initiation	05/07/2021
Tender packages 2 (Architectural Services) & 3 (Multi-Disciplinary Engineering Services)	06/08/2021
Surveys and investigations	28/01/2022

Activities	Programme schedule
Gateway 1 – Strategic Outline Case (SOC)	16/11/2021
Gateway 2 – Outline Business Case (OBC)	26/07/2022
[redacted]	[redacted]
[redacted]	[redacted]
[redacted]	[redacted]
[redacted]	[redacted]
[redacted]	[redacted]
[redacted]	[redacted]
[redacted]	[redacted]
[redacted]	[redacted]
[redacted]	[redacted]
Tenant fit out	25/03/2026

Use of specialist advisers

6.18 As set out earlier, the Council has appointed Turner & Townsend as its Strategic Development Partner (SDP) for the project. The SDP is the programme and PMO function with subject matter experts providing wider programme support.

6.19 The various parties to the strategic delivery partner (SDP), their roles, responsibilities, and relationships are described below.

Table 6.3 Strategic Development Partner roles

Role	Name	Responsibility
Programme Management Office (PMO)	Turner & Townsend	Provides a central core of services and management for all projects carried out under the programme
Programme Manager	Turner & Townsend	Overall responsibility for programme management of the Cultural Heart programme

Role	Name	Responsibility
Cost Manager	Turner & Townsend	Overall responsibility for cost management of the programme
Procurement	Turner & Townsend	Responsible for framework selection and procurement of design packages 2 and 3
BIM	Turner & Townsend	BIM execution plan (organisation information requirements, asset information requirements, contract review)
Sustainability	Turner & Townsend	Responsible for sustainability strategy (targets, KPIs, delivery plan)
Health and Safety	Turner & Townsend	Appointed as Principal Designer for the programme under CDM 2015. T & T will fulfil duties detailed under CDM Regs 11 & 12 and aid the client in fulfilment of 'part 2 client duties' regs. 4, 5 and 6 under CDM 2015
Business Case and Cultural Specialists/Development Manager	IPW…	Responsible for production of the SOC and OBC and advice on the development of the scheme
Development Manager	Queensberry Real Estate (QRE)	Support production of the SOC and OBC and advice on the development of the scheme
Planning Consultant	Pegasus Group	Responsible for outline planning strategy and heritage assessment

6.20 The SDP will manage the procurement of a range of other professional and specialist advisors. These have been grouped into the following three packages (note package 1 is the SDP itself):

- Package 2 – Master planning team – the architect responsible for master planning and the design team to deliver the master plan for the Cultural Heart and achieve two key objectives, outline planning permission and full plans approval.

- Package 3 – A multidisciplinary engineer providing civils, structural, MEP, sustainability and specialist engineering services.

- [redacted]

[redacted]

Change and Contract management arrangements

6.21 The SDP is in the process of finalising a change management process for the programme. A draft is included in the PEP, the key principles are as follows:

- The SDP is responsible for delivering the change control procedure and all parties are responsible for engaging properly in the process
- The approval of change is subject to limits on delegated financial authority
- The impact of all changes should be considered in terms of scope, cost, time, quality, safety, environment, risk and opportunity
- The key points of reference when considering change are:
  - The baseline cost/schedule plan (and subsequent cost plan revisions)
  - The Strategic Outline Case and developing design
  - The latest approved designs and specification

6.22 Figure 6.2 overleaf illustrates the proposed procedure for processing change requests (outside of delegated authority), that is subject to agreement with the Council.

Figure 6.2 Proposed process for change requests

Any Party can raise a change request by formally writing to the SDP either on a predetermined form or by email. Provide details of the enquiry or proposed scope of works, and the nature of the change in the **proposed change** & **reasons for change**

↓

The programme manager logs the change on the register and issues the change control form to the cost manager, and contractor for consideration and response.

↓

In consultation with the contractor and design team, the programme manager completes the **cost assessment** & **programme assessment** sections of the change control form providing a description of the works and associated capital costs,

↓

The programme manager issues the change control form to the design team, for comment. The design team make comment and return the form to the programme

↓

Kirklees Council authorises the change either by confirming in writing to the programme manager or by completing the authorisation part of the form indicating whether the costs and/or programme implications have been accepted or rejected.

It is requested that Kirklees Council provides a decision to the programme manager

↓

If Kirklees Council has rejected the change, the programme manager records the decision on the change control log and informs the contractor.

↓

If the change request has been approved, the programme manager issues the change control form to the contract administrator (if different), and requests that a formal contract instruction is raised.

Benefits Realisation arrangements

6.23 A Benefits Register will be developed, and regularly updated throughout the project development and execution phases.

6.24 The Benefits Register will establish the following:

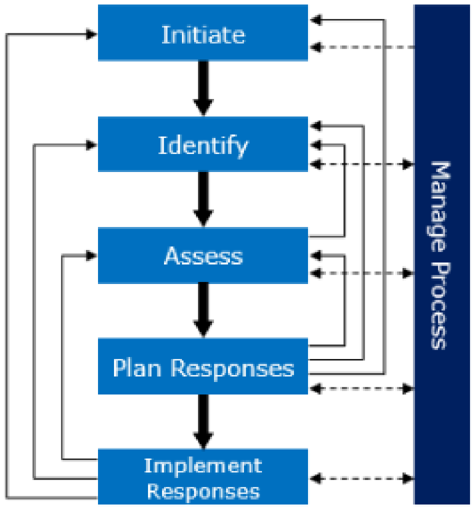
- Description of benefit (as per project benefits identified in Section 2)
- Party/person responsible for measuring the benefit
- When the benefit is expected to be realised
- How and when the benefit will be measured
- Establishing a baseline/current measurements.

Risk management arrangements

6.25 The risk management arrangements are identified in the PEP and summarised below.

Overview

6.26 Risk management is a process whereby the threats and opportunities associated with the programme are identified, assessed and managed in order to reduce the potential impact on either schedule, cost or performance goals. Effective risk management is a programme wide discipline, which will require the input of the Council, the SDP, and the whole team. By integrating risk management into the day-to-day management of a programme, threats and opportunities will be more effectively identified and managed.



Definition of risk

6.27 Risk management is a process that allows individual risk events and overall risk to be understood and managed proactively, optimising success by minimising threats and maximising opportunities.

6.28 With a risk event being “an uncertain event or set of circumstances that, should it occur, will have an effect on achievement of one or more objectives”.

Identification of risks and opportunities

6.29 The early identification of potential threats and opportunities is critical in providing for their effective management. A risk workshop will be scheduled initially in order that all SDP parties may provide input. This will be supplemented by risk review workshops with the extended team at regular intervals. Once a threat or opportunity has been identified it will be recorded on the risk register which acts as the tool to record and control the risk management process.

Risk categories

6.30 A programme risk workshop will be held with representatives from the SDP and Kirklees Council to determine the risk categories that will be used on the programme.

Assessment of risk

6.31 Further to identification, each threat and opportunity will be scored by assessing its probability of occurrence and impact on the programme objectives. The scoring is based on the following:

Table 6.4 Scoring risk

Probability categories	Score	Risk categories	Score
Unlikely	1	Very low	1
Possible	2	Low	2
Average	3	Medium	3
Probably	4	High	4
Certain	5	Very High	5

6.32 To calculate a risk rating the probability score is multiplied by the risk score. The probability and impact will be assessed by the SDP at the risk workshop or subsequent meetings.

Risk register

6.33 The SDP will maintain the live risk register for the programme, formally updating it on a monthly basis and issued as part of the programme manager's monthly status report. This register will be created through risk workshops to highlight the potential threats and opportunities throughout the programme and will be updated and monitored regularly. Mitigation measures will be identified and assigned against the associated risks.

6.34 The SDP will progressively monitor the implementation and success of these mitigation measures and include changes to these measures in the risk register updates.

Risk contingency management

6.35 On completion of the risk register, a contingency sum will be agreed with respect to the potential additional costs should such risks occur, and the benefit if an opportunity can be taken up.

Post implementation and evaluation arrangements

6.36 The project will be monitored and evaluated by the SDP against the projected timeline, financial allocation and project outcomes. Progress reports will be made on a regular basis to the Programme Board. Overall performance will be measured against the Critical Success Factors set out in section 3.

6.37 A thorough and robust project evaluation will be undertaken at key stages in the process in order to 1) ensure benefits will be realised and 2) ensure that positive lessons may be learned from the project.

6.38 An Evaluation Framework will be developed during the OBC stage from the project's outlined Benefits, Objectives and Strategic Fit and follow a best practice approach. As part of the development phase, a logic model will be developed to link project outputs and long-term outcomes. A programme of ongoing data collection and research such as surveys and interviews and focus groups will be deployed in order to measure performance.

6.39 Once the Cultural Heart is operational, maintenance and review of project outcomes will transfer to an identified responsible person.

Contingency arrangements and plans

6.40 Contingency plans and arrangements to be considered with the SDP at the OBC stage.

7. Summary and contacts

Introduction

7.1 This SOC has set out the strategic context for the Cultural Heart project, presented a strong case for change and identified a Preferred Way Forward. It has also set out the current assumptions relating to the financial, commercial and management cases.

7.2 There is a full Executive Summary at the beginning of this report.

7.3 **Contact details**

7.4 For further information about any aspect of this report please contact:

[redacted]

IPW...

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London

EC3N 1AL

Telephone: 020 3195 1811

Mobile: [redacted]

Email: [redacted]

Appendix A: Strategic Review

Local Strategic Review

Huddersfield Blueprint – 10-year vision

The Huddersfield Blueprint is a ten-year vision aimed at kick-starting the regeneration of Huddersfield town centre. The plan aims to deliver five key objectives; a vibrant cultural, art, leisure and nightlife offer, thriving businesses, a great place to live, improved access and enhanced public spaces. The Blueprint predominantly covers the area within the ring road but recognises key areas of influence, notably the University campus, and development sites at New North Road (former Kirklees College) and Southgate. It highlights six key regeneration areas: Station Gateway, St Peter's, Kingsgate and King Street, New Street, the Civic Quarter and a new Cultural Heart in the Queensgate and Piazza area.

The proposed Transpennine Route Upgrade provides opportunities for Station Gateway to improve facilities at Huddersfield Railway Station, and importantly to connect St George's Warehouse with the station and the rest of the town. The lower levels of the warehouse could be converted into a car park, with the upper floors developed for offices, apartments or a hotel. A new Station Square would provide an arrival space, drop off zone and new entrance to the station. In St George's Square, the George Hotel will be brought back into use, and the upper floors of Estate Buildings converted into apartments.

Building on the success of the Media Centre, St Peter's will be further developed as a creative area, with modern co-working spaces and studios. The old Post Office presents an opportunity to develop town centre living. A new food and drink offer and other activities would be provided at a refurbished Open Market. Northumberland Street will be made more attractive and pedestrian-friendly, with improved links to St George's Square and the development site at Southgate. St Peter's Gardens will be enhanced as a green space.

A traditional town centre retail offer will continue to be provided at Kingsgate and King Street, with a new cinema and leisure complex introduced within Kingsgate Shopping Centre to attract more visitors. Access to the streets surrounding the Shopping Centre will be enhanced with a focus on pedestrians and cyclists.

New Street would become a modern high street, with the northern part of the road downgraded at Market Place to become easier for pedestrians to use. Existing pedestrian areas, including in Cloth Hall Street and King Street, will be refreshed. The southern end of New Street could become a pleasant residential community.

In the Civic Quarter, the Bus Station will be improved with food, drink and pop-up shops and better car parking. The route to the Railway Station will be enhanced for pedestrians. New housing within part of the Civic Centre is a longer term ambition.

A new Cultural Heart at Queensgate will be the catalyst for change in the town centre, and the most iconic vision within The Blueprint. A new library, art gallery, museum and live music venue in the Queensgate market building will be complemented by the nearby Lawrence Batley Theatre. The removal of buildings at the Piazza Shopping Centre will open up the area for a large family-friendly Town Park. Three options are presented for the Market Hall multistorey car park: new parking, a hotel or a youth zone.

The Council has secured funding from the West Yorkshire Plus Transport Fund's City Connect programme to improve Cross Church Street and Queen Street for pedestrians and cyclists, and to make it easier to cross the ring road at Queensgate near the University. This will help improve access to the new Cultural Heart, Kingsgate Shopping Centre and surrounding areas.

The Council is seeking Transforming Cities Funding from the Department for Transport for the 'Station Avenue' scheme that would make St George's Street, Upperhead Row and the crossing of Westgate where they meet, more attractive for pedestrians and cyclists.

Proposals in The Blueprint to make it easier for pedestrians and cyclists to move around the town centre mean the loss of some parking spaces on-street, while highlighting the need for car parks at strategic locations on the periphery and good connections between parking and existing and new facilities in the town centre.

Complementing The Blueprint is the A62 Smart Corridor project for Leeds Road, a proposed package of improvements to create a multi-modal transport corridor that reduces the visual impact of the highway and improves the environment for pedestrians and cyclists. Alterations to the junction at Southgate are also proposed as part of the wider ambitions for the ring road

Huddersfield Blueprint – Cultural Heart Vision

The Cultural Heart uniquely brings together Kirklees Council's current cultural services into a holistic and seamless experience. The combination and collaboration of the sound and digital events space, museum and gallery, library, archives and urban park, builds on the achievements of the town's generations of innovators. Together, we are collectively ambitious in looking towards creating a cultural future for Huddersfield.

Supported by a new, improved food and drink offer, the Cultural Heart will be an environment for, about and with people. Friendly, accessible, and welcoming to all, it will be multi-purpose and multi-agency with experimentation, education and experience at its very core.

Sound Digital and Events Space

- Music is our cultural DNA, it is an inherent identity and activity within all the communities of Kirklees, in different forms and genres. Our new sound and digital events space will be an environment for, about and with community. It will be a multi-purpose, multi-agency space, with collaboration, education, and experience at the heart.
- It will be a leader in digital technology, a hub for innovation, for emerging technologies, esports, virtual reality and built on blended experiences.
- Huddersfield has a strong catchment which, for pop/ rock music, would normally suggest there is potential for mid-scale venue (greater than 1,500 capacity) however, due to the proximity of cities such as Leeds, Sheffield, Bradford and Hull that already provide a strong regional offer at this scale, the sound and digital space should focus on being a successful sub-regional venue (up to 1,000 capacity).

Museum and Gallery

- Huddersfield's remarkable story deserves no less than a world class museum and gallery. Our new venue will be a true reflection of our people and area; a place that showcases what has always made our town special and what we want it to be in the future. We believe the stories we tell here will be ones which people will want to hear, wherever they are from.

- Truly innovative in design, combining the old and the new, echoing the innovation of the original Grade II listed 1940 library building, and complementing the adjacent listed Queensgate Market.

New Library

- The new library should be the living room for the town, providing a warmth and familiarity to regular users and be a welcoming destination for visitors.
- The new library in Huddersfield and the service it provides will be shaped through engagement with the communities and stakeholders in Kirklees of today but will also consider the communities of the future. We will prioritise flexibility of service, adaptability of space, accessibility for all and providing creative solutions to meet local and national opportunities and challenges

West Yorkshire Archive Service

- The West Yorkshire Archive Service – Kirklees, exists to preserve the past, serve the present and protect the future. It does this by collecting and looking after the unique documentary heritage of the region and by helping members of the public use and enjoy these records. Our vision is to provide a welcoming and engaging service that will inspire people to use the archives of Kirklees, enabling them to celebrate their identity and understand their past, present and future.
- The current facilities at WYAS Kirklees fall well below professional standards and put Kirklees' unique and valuable heritage at risk. New storage facilities will safeguard these vital collections and the stories they contain, for current and future generations to discover and enjoy. Improved access facilities will allow the collections to be explored in new ways and in inspiring spaces. Delivering the service as part of the wider Cultural Heart will transform the scale of archival engagement in Kirklees, enabling us to reach new audiences and communities. Finally, creating on-site passive storage for the archive collections would be a very innovative approach that would increase the visibility of the collections for Kirklees residents and their sense of ownership/pride in them.

Urban Park

- Huddersfield's new urban park will be the connector, the enabler and the facilitator of a new vibrant outdoor cultural life. The urban park will act as a destination to relax, discover and play, whilst also being the main outdoor venue within the town centre, for events of a minimum of 3,000 people.
- A mix of hard scaped, for multi-purpose cultural and community all year-round events, with green spaces, to bring colour, life and the renowned Yorkshire Landscape into the town centre. Diverse programming will ensure participation and regular use by families, businesses, residents, students and will be a destination within the visitor economy.

Kirklees Economic Strategy 2019-2025

In Kirklees we're turning a proud industrial heritage into innovation and entrepreneurship. From advanced textiles to turbo technologies, we supply everyone from the Ministry of Defence and aerospace sector to the motorsport industry. Our towns and valleys weave together vibrant, young and dynamic communities with breath taking Yorkshire landscapes.

Our focus is on growing an inclusive and productive economy at the heart of the North. We are committed to building local wealth, creating an economy that is:

Inclusive: with every person realising their potential, through good jobs, and higher levels of skills, income and wellbeing.

Productive: with innovative, outward and forward looking businesses. Higher productivity creates more value per hour worked and can support good jobs and higher incomes.

These two pillars weave together: skills, innovation, investment and the infrastructure needed for growth are the catalyst for driving productivity and also reducing inequality. Good work and good pay contributes to people's health and wellbeing and progressive future focused businesses recognise that how they support their staff and help them to progress also contributes to how they grow their bottom line.

Based on these two pillars and building on existing action, this strategy's five priorities focus on a concise set of action programmes that will make the biggest difference and take forward a co-ordinated approach to delivery. This will help to focus the efforts and impact of partners and investment, locally, in Leeds City Region and across the North. It will also provide the flexibility to plan for change and sustainability, respond to the impacts of Brexit and be positioned to benefit from the devolution of powers and responsibilities to Yorkshire. As catalysts for further action we will deliver five 'big wins' that will make a difference for people and businesses in Kirklees.

With a focus on a concise set of actions, we will know when we are successful when we can see improved productivity, more money in people's pockets, more people in work, higher skills levels and the regeneration of our key centres.

Culture Kirklees

At the centre of the North of England, the towns and villages of Kirklees have a culture that is rich, diverse and down-to-earth. Born from a striking landscape, a proud industrial heritage and our people - our cultural offer is the heart and soul of our communities and the economy.

The Kirklees district is a place of creativity and experimentation. We create the conditions for the arts, creative industries, events and heritage to thrive and to be the catalyst for change. Cultural organisations are entrepreneurial and innovative. They create happy moments and treasured memories but they also challenge and stimulate our thinking and beliefs.

Our Museums and Galleries help everyone to learn, explore and feel good. They tell the unique story of how our area grew and prospered: the stories of our towns, villages, communities, landscape and nature. They are the stories of how people lived and worked and the textiles they produced, causes they believed in and the art and culture that shaped them, here and around the world. They connect local people to their heritage so they feel a sense of belonging and are thus inspired to invest personally in Kirklees' future and communities.

Cultural activities are always on view digitally or in shared spaces – outdoors, work places, community centres and cultural venues. They shape our places, tell our stories and enable Kirklees to be part of a world class cultural offer in the North of England.

Culture Kirklees is about ensuring that the new cultural offer contributes to the district's priorities as outlined in the Kirklees Economic Strategy and Joint Health and Well-being Strategy. It is also about adopting the principles of New Council:

- A different relationship with our communities – working more with communities and volunteers to care for our collections and buildings and jointly curating exhibitions which reflect the interests of our communities and tell their stories. We will enable communities to plan and deliver their own cultural activities and events rather than provide for them.
- A continued focus on using scarce resources well – doing less but better. Increasing the income, we generate from our activities plus attracting more external investment.
- Greater collaboration with public sector partners, businesses, and community organisations - sharing resources with partners locally, regionally and nationally. Developing a strong commissioning culture and marketing and leading together.
- Building a modern, flexible and emotionally intelligent workforce – being customer focused, intelligence led and communicating appropriately with 21st century audiences.

Kirklees Local Plan Strategy and Policies

This document is the Kirklees Local Plan. The Local Plan is the statutory development plan and its purpose is to set out the policies necessary to achieve the strategy and how much new development there should be in the district and where it will go. The Local Plan covers the administrative area of Kirklees Council except for that part within the Peak District National Park. The Plan covers the period 2013 – 2031.

The Local Plan sets out 12 objectives, many of which are relevant to this project, however objective 2 and objective 8, are the most directly relevant, as follows

Objective 2: 'Strengthen the role of town centres, particularly Huddersfield, Dewsbury and Batley, to support their vitality and viability'

- Huddersfield is recognised regionally as a shopping and commercial centre and forms a major component within the Leeds City Region. In addition, the town centre is recognised in the Kirklees Economic Strategy as a priority for revitalisation including the development of the Waterfront Quarter, the former Kirklees College site and the former sports centre site along with the importance of preserving the town's existing historic assets. Opportunities are available to enhance the main cultural hub within the town centre with links to the stadium and proposed HD one development.
- The Local Plan identifies primary and secondary retail frontages and encourages food and drink uses and development of the night-time economy to ensure the continued vitality and viability of the centre.

Objective 8: 'Protect and enhance the characteristics of the built, natural and historic environment, and local distinctiveness which contribute to the character of Kirklees, including the South Pennine Moors, Moorland fringe and the area's industrial heritage'

- Huddersfield Town Centre itself boasts architecturally important Grade I, II* and II listed buildings. The Grade I listed buildings in the town centre are most notably the railway station and associated buildings around St. Georges square, St. Georges warehouse, library, Huddersfield University and the Piazza shopping centre. The presence of these buildings enhances Huddersfield town centre character as a centre for leisure, retailing and tourism and reflects the town's industrial heritage. The policy framework provides for a Conservation Area designation within the town centre where special attention should be paid to preserving the character and spaces within the designated area. In all this area has 3 Grade I listed buildings at Huddersfield Railway Station, Banney Royd at Edgerton and the church of All Hallows at Almondbury and 27 Grade II* listed buildings. There are 13 conservation areas in the sub-area, with Birkby and Edgerton on the heritage at risk register.

Library Strategy

Kirklees Library services are reflective of the three key principles of the Kirklees Corporate Plan 2018 to 2020 - working with people, working with partners and place-based working. The service is sensitive to the diversity of communities, their differing needs and abilities in terms of community capacity. The same is true of needs around accessing advice and information. The service is delivery in partnership, particularly with partners in the health and the voluntary and community sectors. This enables library services to reach beyond the walls of physical libraries and into the places in communities where people really need them.

Within every community there are individuals who are more vulnerable. This may be related to poverty, to ill health, to the barriers of language or as a result of social isolation. The council's Early Intervention and Prevention approach is intended to ensure that support is available to support individuals to maximise their independence.

The library service is already delivering a range of projects to address the early intervention and prevention agenda. A more collaborative approach to the delivery of these projects will benefit the council and the library service is developing links with other services and partners to deliver initiatives in local communities.

The demands that the library service and partner organisations place on a building have changed over the years. A single floor, open plan library is the most cost effective and accessible layout to deliver a library service from. Computers, events and groups place particular requirements on the way in which that building is fitted out. Full disability access is essential and parents with young children value toilets that have a changing table. Adults with profound disabilities benefit from a "changing place". We would like all our libraries to be dementia and autism friendly. Since many of the library buildings were built, the communities that they serve have changed markedly so that the library is no longer in the best location or other buildings that could also deliver the library service more effectively have opened.

We have developed the following principles around library provision:

- Libraries must be situated in the right building in the right place, to meet community needs and maximise the impact on early intervention and prevention
- Libraries should be situated where possible on one floor to ensure an efficient and cost-effective delivery model
- A local plan should be developed for each area to reflect the differing needs of each community
- Staff should be equipped and supported to deliver on the future library strategy and job profiles should reflect the future roles needed to deliver the new service
- The services and activities provided must meet the council's outcomes

Joint Health and Wellbeing Strategy

The purpose of Kirklees Joint Health and Wellbeing Strategy is to:

- Provide a context, vision, and overall focus for improving the health and wellbeing of local people and reduce inequalities at every stage of people's lives by 2020.
- Identify shared priorities and clear outcomes for improving local wellbeing and health inequalities.
- Support effective partnership working that delivers health improvements.
- Provide a framework to support the innovative approaches required to enable change, given the changing needs of local people and the current economic climate.

The vision is that by 2020, No matter where they live, people in Kirklees live their lives confidently, in better health, for longer and experience less inequality.

What difference are we trying to make for whom?

1.People in Kirklees are as well as possible, for as long as possible, both physically and psychologically, through:

- Having the best possible start in life through every child and young person being safe, loved, healthy, happy, supported to be free from harm; and have the chance to make the most of their talents, skills, and qualities to fulfil their potential and become productive members of society.
- Encouraging the development of positive health and social behaviours.
- Identifying issues as soon as possible that affect health and wellbeing.
- Enhancing self-care: people being increasingly independent, self-sufficient, and resourceful so able to confidently manage their needs and maximise their potential.

2.Local people can control and manage life challenges through:

- Being resilient: having a sense of purpose, self-esteem, confidence, adaptability; be emotionally aware; taking responsibility for their own physical and emotional needs; being supportive and compassionate; being connected to others. So, resilience is developed in individuals, families, communities and organisations.
- Feeling safe and positively included.
- Being able to navigate through life: being able to participate and contribute to society by being able to: - Understand and communicate; - Take advantage of opportunities and achieve goals; - Increase their potential, including for work; - Constantly learning and adapting.

3.People have a safe, warm, affordable home in a decent physical environment within a supportive community through:

- Continuing to work in partnership to deliver an appropriate supply of homes and jobs to meet the needs of a growing and ageing population.
- Working with communities and individuals to enable and support independent living and an environment which promotes good physical and emotional health and wellbeing.
- Improving homes and neighbourhoods through encouraging greater involvement and joint action.

4.People take up opportunities that have a positive impact on their health and wellbeing through:

- People experience seamless health and social care appropriate to their needs
- Strong communities.
- Healthy schools.
- Taking up opportunities for wider learning.
- Active and safe travel.
- Access to green and open spaces and leisure services.
- Improved regulation of factors that affect health and wellbeing e.g. takeaways, air pollution;
- Spatial planning supporting a place-based approach to improving health and wellbeing encouraging health promoting environments.

Kirklees Events Policy

As an active home for events, our vision for events in the Kirklees district is as follows:

Kirklees is a vibrant and dynamic place where a wide range of events and festivals act as powerful agents in telling our story; they provide opportunities for celebration, civic pride and for communities to come together in shared experiences. Events in Kirklees celebrate the unique creativity and identity of our towns and villages. Building on our rich heritage, they reflect our diverse communities.

The Council recognises the role events play in creating quality places in our towns and villages where the year-round wide-ranging activity provides an attractive programme across the district. From a commercial event or a community gala to one of our many cultural festivals, they can attract investment and visitors from the district, region or internationally and can take place in our town centres, on highways, in parks and in our heritage sites. Those events may involve input or support from the Council and may involve our partners and stakeholders. Together we will enable communities to do more for themselves.

Kirklees Council and district plays host to a large number of events and activity every year, from established fixtures including Huddersfield Contemporary Music Festival, Cleckheaton Folk Festival, Marsden Jazz Festival, Huddersfield Carnival and the Huddersfield Food and Drink Festival, to one-off occasions such as the Olympic Torch Relay and Le Grand Depart as part of the Tour De Yorkshire.

Cultural events and festivals can, at their best, be powerful agents in telling the Kirklees story and in providing opportunities for celebration, pride in a place or locality. They are also opportunities for social cohesion and participation and reflect the diverse communities of the district.

The Kirklees Events Policy seeks to promote a consistent, proactive, and integrated approach to the services and regulatory functions for events by:

- Specifying the requirements that event organisers must meet in order to run a safe, legal event.
- Identifying key council-controlled spaces, highlighting the types of events that will be suitable for different high profile and in demand spaces and setting clear conditions and criteria by which applications to use council land will be assessed.
- Defining Terms of Reference for the Safety Advisory Group (SAG) and outlining the process by which an event may be challenged should it not meet minimum standards. SAG Terms of Reference are published on the council’s events support page.

Invest in Kirklees

Perfectly placed in the heart of the Northern Powerhouse, Kirklees sits at the centre of the Leeds, Manchester and Sheffield City Region triangle, placing it within easy access of the North's major cities, towns and transport infrastructure. London Kings Cross is just over 2 and a half hours away via a fast rail connection to Leeds and direct trains connect Huddersfield and Dewsbury to Manchester airport giving access to over 200 destinations worldwide.

Our impressive industrial heritage, quality schools and colleges and a unique mix of thriving town centres, picturesque countryside and iconic villages, make Kirklees a place widely recognised for its quality of life.

With an annual economy worth around £7.5bn, access to a market of over 7m people within a 1hr drive, and over 300,000 highly-skilled university students right on our doorstep, Kirklees is a great place to invest and do business. We are home to 14,655 businesses operating in sectors including advanced manufacturing and precision engineering, textiles, pharmaceuticals and medical technologies, and creative and digital industries and we were recently named the second best place in the UK to set up and run a business.

Home to the globally respected University of Huddersfield, it is a district that has constantly evolved with business, entrepreneurship and innovation at its core. World renowned for its strengths in advanced manufacturing, textiles and precision engineering, the district is now also emerging as a location for pharmaceuticals, medical technologies, and creative and digital industries.

The outstanding rated Huddersfield New College is ranked number one in England for Equality and Diversity; Greenhead College has the best designated sixth form college A level results in Yorkshire; and Kirklees College has 18,000 students, links to 1,000 businesses and is in the top ten in England for apprenticeships.

We are part of the largest higher education cluster outside of London - 9 Universities (including Huddersfield) producing world class research and nearly 40,000 skilled graduates every year. The University of Huddersfield itself has nearly 20,000 students, excels in innovation and won the first Global Teaching Excellence Award in 2017.

With the recent launch of the Huddersfield and Dewsbury 'Blueprints' the Council have set out ambitious new plans which could see almost £500m invested over the next 10 years to transform the district's two key urban centres. And with a further £70m already being invested into Gigabit Fibre infrastructure across the district, it is a place that is building for the future.

Library Ambitions

This document describes what we would like Kirklees libraries to look like by 2021. These ambitions build on our existing offer and will guide service development over the next 5 years.

We are:

- Increasing reading, literacy, and early language development.
- Improving digital access and literacy.
- Supporting everyone to achieve their full potential.
- Supporting everyone to live healthier and happier lives.
- Enabling greater prosperity.

- Building stronger, more resilient communities.
- Offering everyone access to culture and the opportunity to be creative.

Our ambitions are underpinned by:

- Council priorities – we focus our target work in areas of deprivation and on hard reach groups across Kirklees.
- Universal Offers – we support the Universal Offers, the Society of Chief Librarians' commitment to quality provision across core areas of library services.
- Six Steps – we are signed up to the Six Steps Promise which sets out the experience that people with sight loss and other print disabilities should have through public library services.
- Children's Promise – we are committed to the Children's Promise which guarantees that every child and young person visiting a public library is inspired by an exciting, accessible environment which makes readying pleasure irresistible.
- Libraries Deliver: Ambition for Public Libraries in England 2016-2021 – we endeavour to meet the ambitions of the Libraries Taskforce to deliver a model service.

Culture, Heritage & Tourism Strategies

Kirklees has not had strategies for Culture, Heritage and Tourism for several years. With the heightened interest in these areas and recognition of their role in the economic and social regeneration of the district, the time is right to ensure we have a strategic approach to these areas with clear priorities agreed by the council and its partners with the support of its citizens.

What connects these three strategies is that they are all about telling the story of the district, its places and people. The Culture and Heritage strategies are about creating a sense of identity and belonging; telling the stories of Kirklees, its places and people in creative ways; and valuing our histories which have influenced who we are today. The Tourism Strategy is about how we promote our stories to our citizens and further afield in order to attract visitors to enjoy our landscape, towns, villages, businesses and attractions.

It is proposed that the Cultural Strategy will focus on:

- A strong creative ecology - supporting the cultural sector including cultural organisations, creative businesses, freelancers and voluntary and community arts organisations, to recover from the impact of Covid-19 including business and skills development programmes; supporting them to develop new business and delivery models; generate more income; and work together to develop a strong infrastructure.
- Creative Communities - developing cultural programmes which achieve outcomes related to learning, health and well-being, cohesion, town centre regeneration and youth employment and also enable communities to produce their own cultural activities
- Creative Places - establishing a global reputation for Kirklees for its creative approach to music and textiles and using these assets to bring communities together and promote the district plus using cultural and heritage activities to create attractive places and integrate a cultural offer into non-traditional venues such as town and village streets, parks, community centres and markets to open up access.

The Heritage Strategy's scope covers the following areas:

- Museums, art galleries, archives, libraries and their collections

- The historic environment (including historic buildings and structures, archaeological sites, townscapes and landscapes, Scheduled Ancient Monuments, registered parks and gardens)
- Parks and natural habitats
- Public art, music and wider culture which make a place special
- People and communities
- 'Intangible' heritage, cultures and memories
- Heritage related activities
- Landscape Character Assessment

Huddersfield Public Art Plan

Huddersfield town centre is set for great change over the next decade as laid out in the Huddersfield Blueprint - a ten-year vision to create a thriving, modern-day town centre. This is an unprecedented opportunity to embed creativity into our public spaces.

Kirklees Council commissioned Beam public art consultants to develop a Public Art Plan for Huddersfield town centre, focussing on the 6 key regeneration areas within the ring road – with key agreed exceptions. This plan connects with Kirklees' wider ambitions to improve the centre of Huddersfield alongside the developments laid out in the Huddersfield Blueprint.

Creativity in all forms can have a transformative impact on placemaking and people. Public Art has a unique role, as it can take the form of permanent interventions that may be integrated into hard and soft landscaping, glazing, lighting, street furniture, sculptural as well as utilising the power of temporary interventions to stimulate new perceptions, encourage play or act as a beacon for consultation.

Huddersfield's town centre is being reimagined and this Public Art Plan is designed to help reinstate Huddersfield as a vibrant, inspiring innovative town centre creating shared, interactive experiences that can't be bought online! This flexible framework will support and influence future decision-making to embed the arts into new developments rooted in the rich heritage of the area, diverse communities and unique landscape.

It's important to note that we are not starting from scratch and have connected this plan to ambitions within the Council's Vision, Kirklees Public Art and Music Policies and wider initiatives such as: the Playable Spaces Strategy; Intercultural Cities, the environmental impact and the Health and Wellbeing agenda.

Securing funding to realise this plan will require a partnership approach to lever additional investment. It is anticipated that a core budget will be assigned from proposed development budgets within the Blueprint for example paving, glazing, street furniture, lighting etc which can then be utilised to seek match funding from partners and national sources such as Arts Council England and the National Lottery Heritage Fund.

We have incorporated cross cutting practical guidance that should be applied to all public art projects covering management and various commissioning approaches, setting project budgets, supporting the case for inclusion, environmental considerations, embedding learning and participation, communication, evaluation and maintenance.

The strategic aims outlined under the headings of, SMILE EXPLORE UNITE CREATE will produce a cohesive approach to public art delivery across Huddersfield town centre that creates opportunities for local creative practitioners and organisations and for community participation and co-production.

Kirklees Public Art Policy

Having a public art policy backed up with good practice guidance and advice enables the council to encourage developers, investors and all those involved in placemaking, to embed public art in their plans and proposals. This will ultimately create better places and spaces in Kirklees.

The policy will help ensure that the best public art thinking and practice is at the heart of ideas and designs for new developments and regeneration plans: it will ensure that people who have vision, make decisions and drive things forward are truly making great places. The policy also affirms the council's support for artists and creative people to make things happen that make our villages, towns and green spaces vibrant, interesting and enjoyable places to be.

Kirklees Council will welcome the development of beautifully designed places, spaces and buildings and we welcome innovative practice and meaningful public engagement to enliven and create great places.

- We want our towns, villages and green spaces to be places that people love to visit, live and work; and places that people want to invest in.
- We want to see places and spaces come alive with creative and cultural activity.
- We want our rich and diverse local heritage and stories to be visible, shared and celebrated.
- We want artists, creative people, businesses and active residents to come together to make things happen that have meaning for themselves and the communities of Kirklees.
- We want to see public art integrated into regeneration and development schemes built on best practice and partnerships to achieve the highest quality public art and public realm.
- We want our diverse communities and young people to be integral to the creative engagement and thinking.
- We want to attract new developments that create quality places and make a positive difference to how people experience and enjoy the places in which they live and work.
- We want Kirklees to be a place that celebrates ideas and innovation; a place that not only attracts business but inspires new businesses and entrepreneurs.

The priorities and opportunities for public art in Kirklees fit into four themes: ·

- designing and developing quality places.
- inspired by heritage and identity.
- enhancing local character and distinctiveness.
- people making things happen in the places that they live

These are not exclusive of each other; they are compatible and complementary. Opportunities for public art can span across and encompass all or some of the themes.

Regional and National Strategic Review

West Yorkshire Economic Recovery Plan

UK Government has already demonstrated that it understands the value of investing in West Yorkshire, as evidenced by the recently agreed £1.8bn devolution deal, the biggest ever of its kind.

This follows our success in delivering the largest Local Growth Deal in the UK for Leeds City Region, generating £4 private investment and £10 in GVA for every £1 of public money.

Whilst the challenges facing the region as a result of COVID-19 are stark (a cost of £2.4bn to the Exchequer in 2020 alone), by realising our plan, built on our strengths and overcoming our challenges, we can begin to achieve the levelling up of the economy the Government has set as its target.

The vision is to grow a more inclusive, resilient, sustainable economy with more productive businesses, better levels of skills and entrepreneurialism, less inequality, better environmental sustainability.

The plan sets out 2 goals:

- Inclusive Growth - wellbeing, connectivity and accessibility, relevant and transferable skills, and good work.
- Sustainable Environment - capitalise on pro-environmental behaviours, accelerate shovel ready programmes to tackle the climate emergency.

And 3 action areas:

- Good Jobs & Resilient Business
- Skills & Training
- Accelerated Infrastructure.

West Yorkshire Propositions are as follows:

- Health tech - build on city region strengths (industry, R&D + public), delivering investment opportunities, jobs & better health outcomes
- Skills & Digital / made smarter - cementing existing strengths in digital and manufacturing, addressing digital skills and access gaps, infrastructure pipeline
- Entrepreneurship - unlocking entrepreneurs from diverse communities, building on MIT REAP, reuse of empty spaces, innovative start-up, training
- Transition to Net Zero – tackling climate emergency, build on clean growth strengths, infrastructure opportunities, jobs and skills for the future.

Time frame for change:

- Rescue 6-12 months - supporting communities, saving key industries & getting people into jobs, infrastructure projects ready to go.
- Re-imagining 1-2 years - setting the aspiration for the future – skills & retraining, supporting growth industries, low carbon infrastructure and transition.
- Resilience 2-5 years - Delivering future prosperity – skills & career pathways, innovation, stronger communities, greener environment.

Leeds City Region Culture and Creative Industries Proposition

This proposition aims to maximise the potential of culture and creative industries in driving economic recovery in West Yorkshire. It recognises the vital role of creative industries in West Yorkshire to the national economy, and the contribution of culture to our ambitions for reducing inequalities and improving quality of life through our economic recovery plan. The proposition asks for £53m to support a range of interventions that build on our existing strengths, closely aligned to our other four distinct propositions on health innovation, entrepreneurship, digital technology and transition to net zero carbon.

In February 2020, just prior to the first COVID-19 lockdown, the Leeds City Region Local Enterprise Partnership and West Yorkshire Combined Authority endorsed a culture vision. That vision recognised that the City Region's attractiveness as a place to live, visit and invest depends on a great quality of life, and that culture can play a key role in delivering a stronger economy and more inclusive communities. Enhancing quality of life was therefore placed at the heart of our culture framework, and is now at the heart of our economic recovery. The following culture and creative industries proposition draws from engagement in each of our distinct district culture ecosystems, and aligns with collaborations with wider partners from across the public, private and third sector of culture.

Quality of life, almost a year into COVID-19 restrictions, has never felt a more critical measure of success, and the vitality and creativity of our culture sector has been essential throughout the past year, making a positive impact in response to the lockdowns. Its ability to: 'create' communications: 'create' content (both serious and fun): 'create' wellbeing: 'create' and shape public realm and place……and above all, 'create' solutions!

Leeds City Region Industrial Strategy

The Local Industrial Strategy is a long-term plan for Leeds City Region, developed in partnership, to harness the strengths of our local area.

It is designed to boost productivity and transform the City Region, building on our strengths, improving people's skills and helping businesses grow while tackling the climate emergency, so everyone can benefit from a strong economy.

What makes Leeds City Region special?

- Region is built up of Leeds, Craven, Harroagte, York, Selby, Wakefield, Barnsley, Kirklees, Calderdale, and Bradford.
- £69.6bn economy.
- 3.1 million people.
- 126,000 businesses.
- 9 universities, producing 130,000 graduates per year.
- Fastest rate of private sector jobs growth in the UK.
- A creative and digital heartland – the new home of Channel 4.
- UK's largest regional finance centre.
- UK's highest number of manufacturing jobs.
- Easy access to green space, with over 300,000 hectares of national parks.

The strategy will look to:

- Address the productivity gap with the rest of the UK.
- Put health at the heart of the region.
- Support businesses to meet the challenges of the future economy and create good quality jobs.
- Accelerate economic growth across the City Region through technology and innovation.
- Build on the successes of our globally important healthcare sector as a source of jobs and growth.
- Make sure the environment promotes healthy lifestyles and is fit for future generations to enjoy.
- Provide skilled people, in good jobs, with access to training to help build their careers.
- Provide healthy, modern communities where everyone living and working in the region can reach their full potential.

Leeds City Region Economic Plan

The Leeds city region economy is the biggest outside London, worth over £62 billion and generating 5% of England's output. We have three million residents, a workforce of 1.9 million, 119,000 businesses, 14 further education colleges and nine higher education institutions, one of the largest concentrations in Europe.

Our diverse towns and cities each have distinctive assets and opportunities, sit in some of the most beautiful landscape in the country, and are becoming increasingly well connected. From our position at the heart of the North, we will make full use of these assets in addressing long term challenges, unlocking opportunities and fulfilling the City Region's exceptional potential.

Our transformative vision is:

"To be a globally recognised economy where good growth delivers high levels of prosperity, jobs and quality of life for everyone"

In achieving this, the City Region will:

- Deliver upwards of 35,000 additional jobs and an additional £3.7 billion of annual economic output by 2036;
- Become a positive, above average contributor to the UK economy;
- Seek to exceed the national average on high level skills and to become a NEET(not in employment, education or training)-free City Region; and
- Make good progress on Headline Indicators of growth and productivity, employment, earnings, skills and environmental sustainability

Investment of the relatively limited sums (£125 million) available to the LEP from 2011-15 will by 2020 create an additional 3,200 jobs for local people, benefit 4,300 businesses and unlock nearly half a billion pounds of private investment. The city region economy will be around £220 million bigger in 2020 as a result, with a cumulative £1.4 billion of output added over and above a business-as-usual scenario. Investment here produces substantial on the ground results, efficiently delivered.

Looking ahead our forecasts predict that – in the absence of any local interventions – the City Region economy will continue to grow, but at a rate below the national average. This strategy builds on our track record and assets to enable us to turn around this trajectory. The investment we have secured for the next decade includes the £1 billion Growth Deal, the €390 million European Structural Investment Fund and two new Enterprise Zones.

Let's Create Strategy 2020-2030 (Arts Council England)

Arts Council England's aim is that by 2030, England will be a country in which creativity of each of its people is valued and given the chance to flourish, and where every one of us has access to a remarkable range of high-quality cultural experiences.

Arts Council England's Strategy for 2020-30 is built around three Outcomes and four Investment Principles.

The Outcomes are:

- Creative People – everyone can develop and express creativity throughout their life
- Cultural Communities – villages, town and cities thrive through a collaborative approach to culture
- Creative & Cultural Country – England's cultural sector is innovative, collaborative and international

The four Investment Principles set out how cultural organisations will need to develop so that they can better deliver the three Outcomes. The Investment Principles are:

- Ambition & Quality – cultural organisations are ambitious and committed to improving the quality of their work
- Dynamism – cultural organisations are dynamic and able to respond to the challenges of the next decade
- Environmental Responsibility – cultural organisations lead the way in their approach to environmental responsibility
- Inclusivity & Relevance – England's diversity is fully reflected in the organisations and individuals that are supported and in the culture they produce.

National Planning Policy Guidance (NPPG)

The NPPG is statutory guidance which underpins NPPF.

Planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. Planning policies should:

1. define a network and hierarchy of town centres and promote their long-term vitality and viability – by allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries, allows a suitable mix of uses (including housing) and reflects their distinctive characters;
2. define the extent of town centres and primary shopping areas, and make clear the range of uses permitted in such locations, as part of a positive strategy for the future of each centre;
3. retain and enhance existing markets and, where appropriate, re-introduce or create new ones;

4. allocate a range of suitable sites in town centres to meet the scale and type of development likely to be needed, looking at least 10 years ahead. Meeting anticipated needs for retail, leisure, office and other main town centre uses over this period should not be compromised by limited site availability, so town centre boundaries should be kept under review where necessary;
5. where suitable and viable town centre sites are not available for main town centre uses, allocate appropriate edge of centre sites that are well connected to the town centre. If sufficient edge of centre sites cannot be identified, policies should explain how identified needs can be met in other accessible locations that are well connected to the town centre; and
6. recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites.

Local planning authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan. Main town centre uses should be located in town centres, then in edge of centre locations; and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered.

When considering edge of centre and out of centre proposals, preference should be given to accessible sites which are well connected to the town centre. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale, so that opportunities to utilise suitable town centre or edge of centre sites are fully explored.

This sequential approach should not be applied to applications for small scale rural offices or other small scale rural development.

When assessing applications for retail and leisure development outside town centres, which are not in accordance with an up-to-date plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500m^2 of gross floorspace). This should include assessment of:

1) the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and
2) the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and the wider retail catchment (as applicable to the scale and nature of the scheme).