TODMORDEN COMMUNITY COLLEGE



Continued use and alternative proposals

A Pre-Feasibility Study

A Report by



Commissioned by





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A Report by

Upper Calder Valley Renaissance

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January 2017



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1 Foreword

The Upper Calder Valley Renaissance (UCVR) has a long history of consulting the community on their visions for the future of their built environment and community aspirations. Many of those consultations resulted in significant projects of regeneration along the valley.

We were aware that in the last few years some members of the community had concerns about the demise of Todmorden College. And when it was announced that the Aldi supermarket chain had proposed that, for commercial reasons, they were interested to acquire the college for demolition, and had offered to replace it with a smaller unit consisting of a children's centre and youth facility, we were asked, as an eligible organisation, to take out an 'asset of community value' listing on the college. This would have the effect of imposing a moratorium on the sale of the asset. Our approach however, was to defer that option in favour of a voluntary period to allow for the interested parties in the community to put forward proposals for continued and alternative uses of the building.

Calderdale council (via the Todmorden Development Board) agreed to allow three months for the UCVR to conduct a pre-feasibility study into the proposals being put forward by individuals, community groups and the Town Council. Whilst this timescale was challenging the UCVR undertook to do the research and produce this pre-feasibility report.

This exercise for the UCVR, was not a "Save the College Campaign", the purpose of this research was to try to identify realistic and viable options which have the most potential for going forward to a full business case feasibility study. It would be that study which would determine if the College building has a future as a central hub for the community to collectively learn, work and meet together.

What is clear from our community consultation is that the Community College has a place in the hearts and minds of many in the town who have expressed an overwhelming desire to see it continue to be used as an educational and training asset in one form or another. What we have attempted to outline in our report is, how that might be achieved following further research into the demand and economic viability of the options proposed to us.

The UCVR board would like to thank both Calderdale and Todmorden councils for the joint funding to undertake this study, and also all those who contributed with proposals, those who helped with the data collection and those who contributed expertise to key sections. We would particularly like to thank our project manager, in the limited time allocated to her, for her diligence and resolve in encouraging all interested parties to clarify and elaborate their proposals, and to provide available supporting information.

The challenge that lies ahead for the Todmorden Development board, and ultimately Calderdale Council is that, should they opt for the short-term cost savings and a relatively quick development, retaining some community facilities? Or is there enough in our report to convince them, that the people of Todmorden could commit to undertake the challenge of drawing up a full business case for running/owning, refurbishing and developing a much larger community asset, one with a longer-term vision, which could contribute to an even greater sense of community and provide wider economic benefits for Todmorden?

Stephen Curry, Chair, Upper Calder Valley Renaissance

2 Executive Summary

Calderdale Council own Todmorden Community College which is now underutilised and running at a loss of approximately £165k per annum. The council is considering a commercial sector offer from the supermarket chain Aldi to purchase and demolish the college. Children and Youth provisions, which are currently housed in the college, would be incorporated into the supermarket development as purpose built freestanding building. It is anticipated that this new building could have a running cost of £65k giving the council a £100k saving per annum.

However, there were questions from some community groups and the Town Council as to why the College is not viable any longer and if new community led initiatives could revive its fortunes, and keep it as a community run asset.

Upper Calder Valley Renaissance (UCVR) was commissioned to undertake this pre-feasibility study exploring various options for the future of the college.

In addition to conducting interviews and carrying out desk research, the local community was consulted by means of a survey, both on-line and paper.

The proposals

The following potential options proposed and researched were:

- Continued use for:
 - o Adult education
 - o Children's Centre
 - Youth Facilities
 - o Town Council Offices
 - Advice services
 - Flood storage hub
- Additional proposals:
 - Education and training for 16s+
 - o Business Incubation and Enterprise Centre
 - o Digital Media Centre
 - Commercial office space
 - Visitor Accommodation
 - o Theatre/rehearsal space
 - Community meeting rooms

Survey results

A short online and paper survey was distributed to key organisations and areas in the town. The survey listed the main suggestions which had been made for the use of Todmorden College.

The survey was designed to ascertain the local community's potential support for the different proposals, including demolishing the college and building a larger Aldi. The figures obtained from the survey should viewed as no more than an indication of preference by the community based on the outline proposals.

522 valid replies were received. Of these, only 64 (12%) were in favour of the Aldi offer. 79% of respondents would like to see educational opportunities offered at the college, 77% community meeting rooms, 55% work space, 47% residential courses and 32% visitor accommodation.

Adult education

Currently, free Maths and English courses for adults over the age of 19 are run at the college but these are not well attended. Introducing new, and supporting the current, Adult Education classes at Todmorden Community College would aid Calderdale in achieving the aims of its Adult Learning Strategic Plan 2016-19 to create a:

"Stronger Local Community by strengthening local communities' ability to access learning and employment, reducing social isolation and improving emotional health and wellbeing".

In the process of interviewing for this report a number of organisations and individuals have offered their teaching services.

Children's Centre

The assumption is that this will continue to be housed on-site.

Youth Facilities

The assumption is that this will continue to be housed on-site, but could be developed to integrate to a certain degree with the proposal for education for 16+s.

Town Council Offices

Discussions are currently underway to decide whether to house the Town Council Offices in the Town Hall.

Advice Services

Calderdale Officers have suggested that Customer First could move to the library or Town Hall.

The CAB face-to-face operation is moving to the Health Centre. The future of the call centre is dependent on a grant application and will be ascertained in March.

Family services

If the Upper Valley Family Support unit could no longer be housed on the college site, Calderdale officers have suggested that they could move to the library, Town Hall or the Health Centre.

Flood storage hub

We are not aware of any plans for an alternative home for the flood storage hub. This would need to be considered in any scenario.

Education and training for 16s+

This proposal is for the college to become Todmorden Technical College, an advanced skills innovation centre for practical education and research in Agroecology and Natural Building. In support of this, learning in digital and creative media, and business and accountancy, would be offered so that students are able to gain additional employment skills.

The college would also offer a range of services providing learning to the local area. The focus would be on practical, vocational and experiential learning, formal apprenticeships involving local organisations, and support to encourage graduates from the college to start their own enterprises.

Some of the space in the college could also be converted to basic accommodation for those students studying on short/medium term residential courses.

Business Incubation and Enterprise Centre

A Business Incubation Unit would aim to provide small to medium sized businesses (SMEs) and startups with a supportive and nurturing peer group environment to allow them to thrive in the early vulnerable years. A range of support would be offered including: mentoring, expert advice, low rental space with short contracts and direct access to financial institutions.

Digital Media Centre

This proposal was to set up the college as a centre for training 16+s in the digital and media fields.

Initial research indicated that the BBC, and other significant sponsors, would not be prepared to invest in this proposal.

However, training in digital/media could be offered as part of the package of courses offered to 16+s. The Manchester Creative Studio has expressed interest in running courses in Todmorden.

Commercial work space

This proposal is for commercial workspace to be offered in a variety of forms. There would be a variety of managed workspaces, both for offices and workshop space for practical start-up businesses, such as:

- Own space
- Shared space
- Hot desking

The leases would be flexible, depending on the requirements of the tenants.

Rooms would be available for meetings, seminars, training events and conferences.

Visitor Accommodation

Todmorden would like to expand its tourism offer. Our research shows that there is a shortage of overnight accommodation, particularly in the low-cost range (under £50). This proposal considers transforming part of the college into visitor accommodation. This could be run as a Social Enterprise Hotel, offering training to apprentices in the hospitality trade.

Theatre/rehearsal space

The research did not indicate that there is a need for the college to provide a theatre or rehearsal space.

Community meeting rooms

This proposal is for a variety of sized meeting rooms that could be used by businesses, tenants in the building and also the local community. They would be available at the weekends and in the evenings as well as during normal working hours.

The combined proposals approach

In the course of this study it has become apparent that a combination of some or all of the individual proposals would seem to present a viable future for Todmorden Community College. A hybrid community enterprise approach not only offers a variety of opportunities to the community but also spreads the financial and commercial risks.

The college is ideally situated to serve both the local community and those travelling into the town. It could become the Todmorden Community Hub, hosting not only the Technical College, but also Adult Education classes, a Business Incubator Unit, flexible workspaces and community meeting rooms. The current tenants could continue to operate in the building. On-site visitor accommodation would increase the number of residential courses on offer and also help boost the local economy by enabling more visitors to stay overnight.

Governance

The proposed ownership of the asset will have implications on the governance of any new organisation which takes on responsibility for its management:

Retained by Calderdale and leased – Community could convene a separate management team to lead it. This could be from an existing organisation or a new group could be formed. The latter would take time and require more effort to satisfy the authority's diligence needs.

Calderdale asset transfers the property - An existing local organisation would be able to take it on subject to the powers they have mandated in their governing documents. A new group would have some limitations.

As indicated in this report significant investment will be required in order to develop the building for future uses if asset transferred. Given the likely timescales associated with raising such investments, and that the diligence requirements of funding bodies at the level being targeted, it would be difficult for a newly formed organisation to satisfy, the above identified option. An existing group partnering with the authority might be most prudent.

The legal structure of the organisation that ultimately comes to hold title for, and manages, the building, needs to legally protect the primary social purpose of benefitting the wider community of Todmorden, be able to trade (charge rentals, hire fees etc.) and have ability to raise investment and finance in the future.

Against this above schedule, there are a number of legal forms that would fit the requirements: Community Co-operative Society, Charity (charitable company or Charitable Incorporated Organisation, Community Interest Company (limited by Guarantee) or Company Limited by Guarantee with Charitable status.

Any body, new or existing, will need to assure itself and others of its capability. Benchmarking itself against both national occupational standards for Charity Trustees, as well as relevant sector governance codes should be considered.

The building

Calderdale provided a buildings condition report which gives an overall categorisation of the condition as being 'satisfactory'. Our architect confirmed that the building appears to be in good condition and repair.

To keep the building in its current state the total cost over the next 10 years estimated by Calderdale is £761k.

Currently the running repairs are approximately £26k pa. Given this figure for the next 10 years brings the total to £1.02m.

The current gas and electricity annual costs total £33k.

Our architect considers that the 3 storey and the reception/venue elements are capable of reasonable long term use. The single storey workshop area is less useful as a candidate for conversion and having a high roof to wall ratio will be more costly in proportion to upgrade. With the workshop block removed natural daylight would penetrate the interior spaces and create a double-aspect range of buildings which would likely make them more flexible in use. In addition, opening up this southern aspect would create the opportunity to harness solar ambient energy by the use of glazing and thermal mass, and would also lend itself to the incorporation of renewable energy sources such as photovoltaic and thermal heating panels.

If the building were to be renovated, remodelled to house teaching rooms, community rooms, workspace, communal space and visitor accommodation and made fit for purpose for the twenty first century, the architect's estimate is for the work is up to £4m. This general figure is subject to averages and approximations indicated in the architect's report, and does not consider the subsequent savings on running repairs and utilities which would reduce considerably.

3 Introduction

In the current economic climate there is an ongoing need for Calderdale Council to reduce its outgoings. They own Todmorden Community College which has had, and still has, various uses but is now underutilised and is running at a loss of approximately £165k per annum. The council is considering a commercial sector offer from the supermarket chain Aldi to purchase and demolish the college.

However, there were questions from some community groups and the Town Council as to why the College is not viable any longer and if new community led initiatives could revive its fortunes, and keep it as a community run asset.

Upper Calder Valley Renaissance (UCVR) proposed to the Todmorden Development Board that UCVR undertake a pre-feasibility study exploring alternative options for the future of the college. The Board agreed with this proposal. The study has been funded by an equal contribution from both the Town Council and Calderdale Council.

This study aims to assess if the community led ideas have the potential to be viable enough to be developed into a full business case, individually or collectively.

Objectives

The study aims to address three main elements:

- Potentially viable and compatible uses of the site.
- Assessment of the building's structure, maintenance and potential refurbishment (fit for purpose).
- Ownership, management and governance of such a community asset.

4 Process and methodology

On October 4th 2016 Todmorden Development Board agreed that UCVR should undertake a prefeasibility study exploring all alternative options and that this would be funded by an equal contribution from both the Town Council and Calderdale Council. The report is to be presented at the Board meeting on January 10th 2017.

Katherine Wackerbarth was appointed Project Manager and she commenced on 13th October 2016. Additional researchers were also recruited. Hawdon Russell Architects, were commissioned to estimate building renovation costs.

Todmorden Town Council set up a working party which first met on 27th October.

Information on each option was requested from those individuals or groups who had proposed alternative uses for the college.

The Project Manager and the researchers either met or had a phone call with the individuals and groups to research all the options and gather background information on all aspects of this study. Further desk work was also undertaken.

The local community were consulted by means of a survey, both on-line and paper.

Survey

A short online and paper survey was distributed to key organisations and areas in the town. In order to capture a variety of individuals the survey cards were distributed at the station, market, Tourist Information Office and the college. The on-line version was promoted in the local paper and on social media. The survey listed all the suggestions which had been made for the use of Todmorden College.

Should a full Feasibility Study be carried out following this report, a more in-depth survey should be undertaken to determine whether, and how much, the community would use the college if it were revitalised.

5 Overview of Todmorden

Todmorden has recently been recognised as one of the best three towns in the UK at the annual Academy of Urbanism's awards ceremony in London. Todmorden was cited as "an example of what community-led initiatives, energy and enthusiasm can achieve", and it was formally recognised that "Incredible Edible has become part of a new identity" for the town.

Economically and socially there are some areas of concern according to the 'Vital Signs' report published in 2015. These include long term unemployment, academic attainment at GCSE, deprivation (for example, 28% of children in Todmorden are living in poverty) and health issues.

Town Plan

Todmorden's Town Plan was adopted in August 2013. This put forward a series of recommendations which have been incorporated into the relevant sections in this report.

Neighbourhood plan

This is planned to be complete by Summer 2017. It is a holistic overview developed by the community of how the town should be developed. Discussion on the future of the college, as a key site, will be included in the first consultation in January.

Todmorden High Sixth Form

The future of the sixth form is currently under discussion and it is not yet known whether the High School will continue to have a sixth form.

6 The college

Todmorden Community College opened in 1955 as a Technical College. Many of the local residents learned their trade there. Adult Education classes were also very busy. In the 1990s it became a thriving Art College providing classes and education up to degree level for numerous students of all abilities and ages throughout the Calder Valley, many of whom are now practicing artists.

The college in all its guises has been very popular and our research indicates many people would like to see it revitalised.

Transport and Travel links

In addition to on-site parking, the college is very well situated for both the bus station (with buses to Burnley, Rochdale and Halifax) and the rail station. Trains run to Leeds and Manchester, with current

travel times of under 30 minutes to Manchester and approximately 1hr 20min with 1 change to Manchester Airport. The plans for new services to commence between 2017 and 2019 include an extra service per hour to Manchester Victoria bringing the fast service to 3 times per hour. All Manchester services will be extended westwards through Victoria and will run through to Manchester Piccadilly, Manchester Airport and Liverpool.

7 The proposals

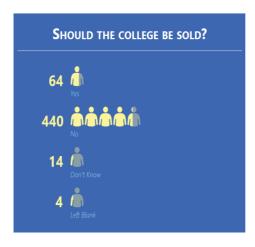
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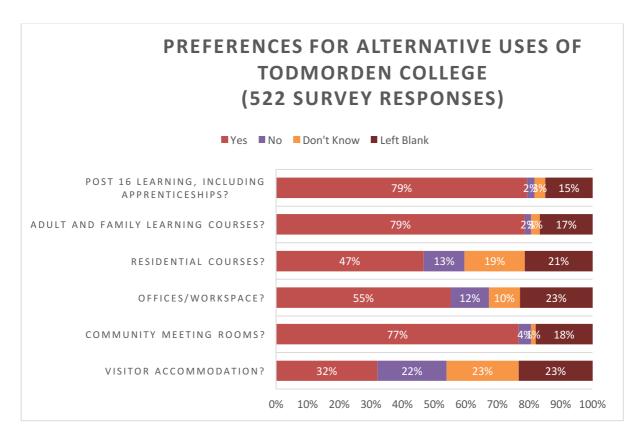
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 - Digital Media Centre
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 - Visitor Accommodation
 - Theatre/rehearsal space
 - Community meeting rooms

7.1 Survey results

The survey was designed to ascertain the local community's potential support for the different proposals, including demolishing the college and building a larger Aldi (see Appendix A). The figures obtained from the survey should be viewed as no more than an indication of preference by the community, based on the outline proposals.

50% of the 522 validated results were from on-line responses. Cards were completed at the college, the market, the Tourist Information Office and the station. The majority of respondents (84%) do not want the college to be demolished.





As can be seen, 79% of respondents would like to see educational opportunities offered at the college, 77% community meeting rooms, 55% work space, 47% residential courses and 32% visitor accommodation.

7.2 Aldi Proposal

Our access to information on the precise nature Aldi's proposal has been limited to that derived from discussions with Calderdale's asset management team, who are preparing their own comprehensive report for the development board. We can therefore only point to the basic pros and cons of their proposal here.

Aldi propose to acquire the college for demolition, and have offered to replace it with a children's centre and youth facility which would be incorporated into the development in a purpose built freestanding building. It is anticipated by Calderdale council that this new building could have a running cost of £65k giving the council a £100k saving per annum, with additional business rate income. Stated advantages to Aldi of the acquisition are to provide more land for the new supermarket to provide more convenient and safer access for goods vehicles, 40 additional carparking bays and enhanced landscaping.

7.3 Continued use

The assumption is that all current tenants and services could remain in the college. However, discussions are taking place to determine alternative locations for some tenants.

Adult Education

A number of years ago the college was a busy thriving hub. Many people attended Art classes and there was also a full programme of Adult Education classes such as cookery, exercise and modern language conversation.

Currently, free Maths and English courses for adults over the age of 19 are run at the college. However, despite having good teaching facilities in the building the tutor has difficulty getting sufficient people coming forward to make these courses viable. This is partly because people do not know there are free classes in Maths and English run at the college; the classes are not sufficiently well advertised.

Introducing new and supporting the current Adult Education classes at Todmorden Community College would aid Calderdale in achieving the objectives of its Adult Learning Strategic Plan 2016-19¹ which recognises that Adult Learning helps to achieve:

- Higher rates of employment and better jobs
- Higher productivity for a stronger local economy
- Equality and inclusion for more social justice
- Active citizens and healthy communities

The Workers' Educational Association (WEA) offer a variety of courses which either cost £70 for 21 hours or are free to students receiving means tested benefits. They currently do not run any courses in Todmorden, although they have done so in the past. The local branch (Upper Calder Valley and Halifax) is keen to build up provision in Todmorden, either by room rental (although historically getting the required minimum 12 students has been a barrier) or by bidding with a community group for funding to deliver outreach work for hard-to-reach people.

In the process of interviewing for this report a number of organisations and individuals have offered their teaching services.

In addition to supporting the local community, a vibrant programme of Adult Learning classes would attract students from further afield.

Children's Centre

This is currently outsourced by Calderdale to Halifax Opportunity Trust (HOT). The assumption is that this will continue to be housed on-site, so at this stage no discussions have taken place with the managers or staff of the centre.

Youth Facilities

The youth services cater for the 11-19 year old age group. The facilities are open most evenings and, anecdotally, are popular.

The assumption is that the facilities will continue to be housed on-site. Likewise, no discussions have taken place with the managers or staff of the centre.

However, given that one of the proposals is education for 16+s, and that the Town Plan recognises that work should be done on raising the aspirations of young people in the town, it is hoped that this could integrate with the current services. There are charities and organisations, such as the Lorna Young Trust, who run projects to help prepare young people for employment.

^{1 (}www.calderdale.gov.uk/v2/sites/default/files/Calderdale_adult_learning_plan.pdf)

Town Council Offices

Discussions are currently underway to decide whether to house the Town Council offices in the Town Hall.

Advice Services

Calderdale officers have suggested that Customer First could move to the library or Town Hall.

The CAB face-to-face operation is moving to the Health Centre. The future of the call centre is dependent on a grant application and will be ascertained in March.

Family services

Upper Valley Family Support is also run by HOT. If they could no longer be housed on the college site, Calderdale officers have suggested that they could move to the library, Town Hall or the Health Centre.

Flood storage hub

We are unaware of any plans for an alternative home for the flood storage hub. This would need to be considered in any scenario.

7.4 Additional proposals

7.4.1 Education and training for 16+s

Todmorden Technical College as an advanced skills innovation centre

The Town plan states that respondents were very concerned about the lack of job opportunities in the town, particularly for young people, and requested that the Town Council look at ways to improve the situation. Many of the businesses questioned were happy to offer mentoring, work experience and apprenticeships to local people and this is an area which needs to be investigated further. The following proposal offers a solution to this.

Todmorden is known internationally for its vision for sustainable food growing as a vehicle for developing community coherence. It is also the home of an internationally known innovative approach to sustainable natural building. These two centres of expertise are unique to Todmorden and form the starting point for the development of an advanced skills innovation centre for the Leeds City Region, based in the former Todmorden Community College.

The proposal is for practical education, and research, in Agroecology and Natural Building, contributing to our scientific knowledge of food security and sustainable production in a world considering climate-change, and our technological understanding of flood resilience in the natural and built environments.

The framework for 16+ courses produced by Dr Charlie Clutterbuck is currently underway with a target to have some courses ready by Spring 2017. Courses would include:

- a. Sustainable land and soil maintenance
- b. Sustainable small scale growing and farming
- c. Permaculture
- d. Beekeeping
- e. Small scale wind and solar power installation

With the provision of suitable food preparation and kitchen facilities:

- f. Dairy processing
- g. Meat processing
- h. Cooking and food preparation in particular for locally grown products

Subjects covered by the School of Natural Building would be within the Natural Building and Heritage Skills sector including strawbale building, lime and clay plastering, lime pointing, coppicing, hurdle making, dry stone walling etc.

In support of this, learning in digital and creative media, and business and accountancy would be offered so that students are able to gain additional employment skills.

A Free School, either a Studio School or a University Technical College (UTC) (for definition see Appendix B) could be set up to deliver the education for 16+s. If it were to be a UTC the Universities to be approached to sponsor the college would include Coventry and Durham who operate, or have links, in the Agroecology field.

The college could also offer a range of services providing learning to the local area. The focus would be on practical, vocational and experiential learning, and formal apprenticeships involving local organisations, and with support to encourage graduates from the college to start their own enterprises.

The building would provide a base for apprentices to do their college-based study, both academic and practical.

Some of the space in the college could also be converted to basic accommodation for those students studying on short/medium term residential courses.

It is envisioned that the proposed Todmorden Technical College would form the means to engender aspiration and progression of appropriate technical education in the western end of the Leeds City Region, and provide the essential skills and industrial strategy for the area.

Demand

The School of Natural Building is established and facing increasing demand. There is clear demand for specialist land and food based courses as shown by visitors to the Incredible Farm and Incredible Edible Todmorden (IET). The Incredible Farm is beginning to face a demand beyond its capacity to supply; applications to learn on the farm are in excess of places. The 'vegetable tourism' as a result of the national and international presence of IET shows a growing interest in this field. A permanent base for such learning activities would be ideal.

The future of the sixth form at Todmorden High School is uncertain, as are the sixth forms of other Calderdale schools. Given time, the case could be made that Todmorden Technical College would increase the opportunities for students to study vocational courses locally.

As mentioned, there are now Agroecology departments in Universities, e.g. Coventry, but there appears to be no provision for education at a lower level.

Funding

Early indications show that channels of funding may be available from the Power to Change programme for projects relating to asset transfers.

Specific educational funding might be sought under legislation which may apply to FE colleges under the act relating to academies and free schools.

There exists the possibility of European funding. Free school funding is currently available. Enterprise start-up funding is available. The Government has recently announced through the Department of Business, Energy, and Industrial Strategy (whose brief includes climate change) £2bn in support of research and development by the end of this Parliament. The likelihood of such funding being offered can only be assessed at a feasibility stage.

7.4.2 Business Incubation and Enterprise Centre

The Town Plan highlighted the desire for attracting the development of small and micro enterprises.

Over 90% of our local economy is made up of small to medium sized businesses (SMEs); they are the source of the vast majority of jobs. Recovery, growth and sustainability of our local economy post-recession and floods will rely on this sector of business being supported, particularly start-ups.

- The majority of new UK businesses don't last more than 5 years
- 90% of start-ups fail within 4 years
- 25% of new businesses fail in the first year

The business press and academic research present a plethora of statistics and predictions as above. But, whatever the real figures, what is universally accepted is that starting a new business without support and advice drastically lowers the chances of surviving the early years.

A Business incubator is an organization designed to accelerate the growth and success of entrepreneurial companies through an array of business support resources and services that could include physical space, capital, coaching, common services, and networking connections.

Business Incubation Units aim to provide SMEs and start-ups with a supportive and nurturing peer group environment to allow them to thrive in those early vulnerable years. They offer a range of support including: mentoring, expert advice, low rental space with short contracts and they can also provide direct access to financial institutions.

Demand

Calderdale and the UCVR are currently working on a joint business support programme for the next 2-3 years. Having a local incubation unit to refer new business ventures to would support this initiative and Todmorden's economic growth well beyond that period.

The incubation unit would dovetail with the range of educational and training offers outlined within this report.

Funding

The business incubator scheme which is being set up in Halifax by Leeds Beckett University has a number of key partners including Leeds City Council, Leeds Beckett University, Calderdale Council, West & North Yorkshire Chamber of Commerce and has been set up with the help of European (ERDF) funding. Whether European funding will still be available is not known but an affiliation with

a university would raise the profile of the project. The Todmorden Business Incubator could be a satellite hub for the project in Halifax or be set up in partnership with, for example, Calderdale College. Also depending on the structure of the business that runs the college, e.g. social enterprise, CIC, charity etc., other sources of potential funding could be accessed at Big Potential, Power to Change or Key Fund.

Funds and support for SMEs are available from a variety of sources such as Unltd, LEP, Finpoint, Airedale Enterprise Business Enterprise Fund and National Business Support Helpline.

Examples of business incubators helping young entrepreneurs are Business Launchpad (London) and Launch 22 (Liverpool).

The Government's Enterprise Allowance programme also supports people to get their businesses up and running.

7.4.3 Digital/media

The proposal was to set up the college as a centre for training 16+s in the digital and media fields.

However, the initial research indicated that as the BBC is now concentrating on Birmingham as its hub for all digital platforms and young people apprenticeships, it is unlikely that this company, or other significant sponsors, would be prepared to invest in this proposal.

Nevertheless, training in digital/media could be offered as part of the package of courses offered to 16+s. The Manchester Creative Studio (a Studio School that opened in September 2014) has expressed interest in running courses in Todmorden.

7.4.4 Commercial office/workspace

The Town Plan stated that Todmorden should aim to attract and promote the development of small and micro enterprises and that it needs managed workspace, providing office, workshop and shared facilities.

This proposal is for commercial workspace to be offered in a variety of forms. Meeting rooms would be made available, the aim being to create a hub for local businesses and community groups. There would also be space for training events and conferences. Catering is an option to be considered, however, research shows that this is a high risk option in community buildings.

It is envisaged that there would be a variety of managed workspaces, both for offices and workshop space for practical start-up businesses, such as:

- Own space
- Shared space
- Hot desking

Such leases are normally flexible, depending on the requirements of the tenants. Short-term lease options as well as long-term options and leases with break clauses that can be triggered depending on the business' circumstances at that time would be offered so that if a business needs to move into bigger or smaller premises, or needs to close the business, they can do so without taking a huge financial hit.

Different sizes of units would be required, with a good offer of small spaces. Units that are multifunctional are also in demand (i.e. units that have office space and workshop space, or units which can be easily converted into office or workshop space).

Ideally the units could be altered in size (i.e. moveable walls or units which can be merged and demerged) so, where a business needs more space to accommodate their growth, they can expand their premises or if a business needs to downsize, their unit could be split.

Space for meeting rooms and conferences could also be facilitated.

Demand

Anecdotal evidence suggests that there is a lack of office space in Todmorden and when it does become available it gets taken quite quickly. Our research shows that the current space is in a range of different buildings with some companies renting space across a number of sites. If one space could be made available with a number of units, this would be an attractive option for a company that is currently spread over a number of sites.

There are also a significant number of microbusinesses based in Todmorden, which are home-based. A business and community hub based at the college would encourage homeworkers to hot desk initially and then rent space on a more permanent basis. It would also allow them to network with other businesses and not work in isolation. This has been the experience at the Town Hall, Hebden Bridge.

Funding

If it was run as a community based business, for the community, with profits being re-invested, this scheme would be able to attract funding from the likes of the Power to Change.

7.4.5 Visitor accommodation

One of the areas that Todmorden would like to expand is its tourism offer. However, as identified in the Town Plan and echoed by other feasibility studies and reports², there is a shortage of overnight accommodation in the town.

This proposal considers transforming part of the college into visitor accommodation. This could be run as a Social Enterprise Hotel, supporting the cost of training apprentices in the hospitality trade.

Demand

In addition to the survey, extensive research was undertaken to establish the current supply and demand. This report summarises the findings.

Tourism is growing across Calderdale as a whole,³ with overnight stays increasing by 4% between 2014 and 2015. There is a general perception that the outlook for Todmorden's tourist economy is positive and that there is scope for growth as one of Calderdale's cultural destinations⁴.

In 2010, a comprehensive hotel futures study was carried out across Calderdale⁵ which identified scope for a small independent hotel in Todmorden.

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² Upper Calder Valley Tourism Action Plan Spring 2005, Calderdale Hotel Futures 2010, Briefing Paper to Todmorden Town Hall Development Board 2016

³ The Economic Impact of Tourism on Calderdale 2014 and 2015

⁴ Calderdale Tourism Strategy 2015-18

As well as the local festivals, music gigs and theatre performances, the local markets and Todmorden's growing reputation as a food and sustainability hub are also contributing to the increase in day visits and overnight stays. There are several wedding venues (both for the ceremony and the reception) in and close to Todmorden. Finding accommodation for guests is an issue for all venues and people tend to spread up and down the valley. Several of the venues are looking to expand the number of weddings they host, but lack of accommodation in town has been a major barrier to achieving this. The largest employer in the area is Weir Minerals, who welcome guests and employees from all over the world. Weir's travel booking representative was clear that extra accommodation would be very useful to accommodate the 100 - 250 employees and clients visiting per month. In addition to Weir there are other smaller employers who need accommodation locally.

Amount of accommodation and availability

There are 39 double and 21 single beds available in Todmorden.

A check of availability/occupancy showed a clear indication of low availability across accommodation types. Whilst the demand is lower during the week, weekends are very popular.

Interviews were carried out with organisations most likely to receive enquiries about visitor accommodation in Todmorden. These included Todmorden's existing hotel and bed and breakfasts, wedding venues, visitor information, food and music venues. The majority of those spoken to gave strong confirmation that more visitor accommodation was needed in Todmorden.

The visitor numbers as a whole show a seasonal trend of rising visits throughout the summer and winter with a sharp drop-off in spring and a smaller drop in autumn. Occupancy rates for accommodation follow this pattern and this is likely to be the case for any new provision in the area.

Cost of accommodation

There is very little low-cost accommodation available in Todmorden for single travellers and small groups. The vast majority of beds available (74%) are in the mid-range category (£50-£100) and include an en-suite. There was no provision advertised in the £30 to £50 range.

7.4.6 Theatre/Rehearsal space

No-one we interviewed expressed any perceived need for the college to provide a rehearsal space. No groups have come forward saying they are unhappy with the spaces they currently use. The Hippodrome has 4 rehearsal spaces and rental from these is core to their income.

7.4.7 Community meeting rooms

Whilst rooms are currently available for rental, the procedure is not straightforward as it is organised by Calderdale rather than by the staff on site. The rooms become more expensive out of normal working hours as staff are paid overtime. Some members of the local community do not realise that the college still offers rooms; others are discouraged by the actual or perceived difficulties and expense in renting. Most people interviewed felt that the college should continue to offer rooms that could be used for both community and commercial meetings. This was also recognised in the Town Plan.

⁵ Calderdale Hotel Futures 2010 p.5

A variety of sized meeting rooms that could be used both for businesses and the local community would be on offer. Using the Town Hall Hebden Bridge as a model, the community hire rates would be 50-75% of the commercial rates, depending on room size (the larger the room the greater the discount). The layout of the rooms and their furniture should allow for maximum flexibility in room use.

The rooms should be available in the evenings and weekends.

Anecdotally large rooms, such as the hall, are difficult to let, but if flexible walls on a sliding track were introduced then smaller breakout rooms could be created thus increasing the likelihood of occupancy. However, sports groups or clubs, such as Taekwondo, require a hall and also U3A would potentially be interested in hiring a large room for some of their meetings. The children's centre and youth club currently use the 'half' hall for sports and play activities and therefore might continue to do so.

There are a number of community groups in Todmorden and also new projects commencing such as the new mental health scheme. Healthy Minds in conjunction with the Staying Well project will be launching a new scheme in Todmorden in the New Year. This will include the development of the work of Healthy Minds peer support groups and an opportunity for micro-commissioning activities through the Staying Well project. This is specific to Todmorden and will in all likelihood mean an increase or expansion of exciting community based activities which in turn may be looking for additional accommodation in community buildings.

Whilst there are community rooms at the Health Centre these are only used to host groups that benefit health. They are only open during weekday working hours.

Demand

In addition to the survey, the anecdotal feedback for community meeting rooms has been positive. All community groups and class teachers would be contacted during a Feasibility study to ascertain actual demand. A more detailed public survey would also be undertaken. The formation of new groups or classes wanting meeting spaces could not be determined, but an estimate could be made.

8 The combined proposals approach

In the course of this study it has become apparent that a combination of some or all of the individual proposals would seem to present a viable future for Todmorden Community College. A hybrid community enterprise approach not only offers a variety of opportunities to the community but also spreads the financial and commercial risks.

Todmorden should build upon its national and international reputation as a centre of knowledge for sustainable food growing. Given the debate over food security as a result of Brexit, this field of research and training is gaining a higher profile. Complementing this with training in an innovative approach to sustainable natural building, strengthens the town's identity which could attract funding, students and visitors from around the world.

The college is ideally situated to serve both the local community and those travelling into the town. It could become the Todmorden Community Hub, hosting not only the Technical College, but also

Adult Education classes, Business Incubator Unit, flexible workspaces and community meeting rooms. The current tenants could continue to operate in the building with the children's centre adding incentives to businesses renting space with the in situ nursery facilities and the youth services integrating with the college to help train young people in employability skills. On-site visitor accommodation would increase the number of residential courses on offer and also help boost the local economy by enabling more visitors to stay overnight.

Courses would be available for a range of students. Local young people would be studying as well as visitors from around Britain and overseas. Students would study practical subjects, learning from and working with local organisations and employers. Some of the courses for the local students would be apprenticeship type. The on-site accommodation could be run as a Social Enterprise scheme offering training in the service industry.

For those students, and any other people, wanting to set up their own business, support would be offered in the Business Incubation Centre. Flexible office and workspace within the college would be available to move into. Meeting rooms and communal spaces would be used for formal and informal meetings, conferences and seminars.

The college would also be a place for the local community to meet informally, hold more formal meetings and conduct social gatherings. An extended Adult Education offering would be of social and economic benefit.

The availability of a combination of teaching, workshop, conference spaces combined with accommodation would also appeal to organisations looking to host events. For example, the Handmade Parade (Festival of Lights) could be in a position to host a national symposium and residential training courses from 2017 onwards which will require accommodation and teaching space, as well as conference facilities in Todmorden.

This proposal would support Calderdale's strategic aim to create a:

"Stronger Local Community by strengthening local communities' ability to access learning and employment, reducing social isolation and improving emotional health and wellbeing".

9 Governance

In this section we address the principle options for how Todmorden Community College, as a local resource hub for the town and surrounding area, might be governed and led to ensure its sustainability in both economic and social inclusion, and benefit terms.

The proposed ownership of the asset would have implications on the governance of the new organisation who takes on responsibility for its management.

If, for example, Calderdale retain title to it and lease it to the community, then an existing organisation could take on the lease and convene a separate management team to lead it. This might be the least complex option to pursue, as it offers the most flexibility and would also enable the authority's diligence requirements to be more easily satisfied through the lease being held by an existing organisation. Alternatively, a new group could be formed, but this would take time and require more effort to satisfy the authority's diligence needs.

If Calderdale were prepared to transfer the title of the property, then any existing local group would need to show evidence of the powers they have mandated in their respective governing documents to allow them to take on the asset.

As indicated in this report significant investment will be required in order to develop the building for future uses if asset transferred. Given the likely timescales associated with raising such investments, and that the diligence requirements of funding bodies at the level being targeted, it would be difficult for a newly formed organisation to satisfy the above criteria. An existing group partnering with the authority might be the most practical and realistic option.

In considering the likely future needs for any organisation that might ultimately come to hold title for, and manage, the building, a number of factors are assumed which the future legal structure it adopts needs to satisfy:

- Ability to entrench and legally protect a primary social purpose of benefitting the wider community of Todmorden
- Ability to trade (charge rentals, hire fees, and such like)
- Be able to limit personal risk on the part of individuals taking responsibility for leading the group
- Flexibility over ability to raise investment and finance in the future

Against this above schedule, there are a number of legal form options that would allow these to be manifested:

- Community Co-operative Society: this would offer the ability for a wider formal Membership
 to the group, and so deepen its accountability to the community. It could also allow for
 future investment to be raised in the form of community shares, and could apply for
 charitable tax status without needing to be subject to charity legislation
- Charity (charitable company or Charitable Incorporated Organisation). This is the traditional form groups take on in such circumstances as it is a familiar 'brand' and able to easily satisfy diligence requirements associated with asset transfers
- Community Interest Company (limited by Guarantee). As with a charity, these are subject to statutory protection of assets for social purpose. However, they are more flexible in their governance in allowing for Board members to also be employed (something much harder to arrange within a Charity), but in not having legal charitable status cannot approach as many grant making bodies, nor apply for any statutory rate relief.
- Company Limited by Guarantee with charitable status. A traditional form of company which can take advantage of the tax advantages of being a charity.

As part of assuring itself and others of its capability, the governing body might commit itself to undertake to recruit and benchmark itself against both national occupational standards for Charity Trustees, as well as relevant sector Governance Codes (for either charities, Co-operatives, or Community Interest Companies).

Whatever legal form is adopted, there are options to create additional stakeholder forums and membership groups within it to ensure that different users of the building, and other groups within the wider community, are able to have an ongoing voice and representation in the building's management and leadership.

10 The building

Calderdale provided buildings condition report which gives an overall categorisation of condition as being satisfactory. This is confirmed by our own building survey see below.

The college is fully accessible and was not significantly affected by the flooding in 2015.

Current costs

To keep the building in its current state the costs estimated by Calderdale are:

- Essential work within 2 years £15k
- Desirable work within 3-5 years £134k
- Long term work £362k
- Asbestos work £250k

This totals £761k.

The running repairs are approximately £26k pa. Given this figure for the next 10 years brings the total to £1.02m.

Gas and electricity annual costs total £33k.

Building report and costs of improvements

In addition to referring to documents produced by and for Calderdale, our architect conducted a walk-through inspection of the building. He was unable to access the roofs for close inspection, but we are informed by Calderdale officers that they are currently in good condition. Further inspection during a feasibility study would be undertaken using an elevated work platform or access tower.

Plan

The architect's plan is shown in Appendix C. The plan doesn't necessarily reflect the final combined proposal, as the brief was given early in the process in order for the building report to be completed in time.

Building report and recommendations

Below is a summary of the report:

- The building appears to be in good condition and repair.
- The 3 storey and the reception/venue elements are capable of reasonable long term use. The single storey workshop area is less useful as a candidate for conversion and having a high roof to wall ratio will be more costly in proportion to upgrade. With the workshop block removed natural daylight would penetrate the interior spaces and create a double-aspect range of buildings which could give them a more flexible usage. In addition, opening up this southern aspect would create the opportunity to harness solar ambient energy by the use of glazing and thermal mass, and would also lend itself to the incorporation of renewable energy sources such as photovoltaic and thermal heating panels.
- Thermal upgrade to the fabric should be a priority in any development programme.
- Asbestos reports show some areas of managed asbestos, i.e., not judged to be a risk but monitored on an annual basis and nor requiring removal unless the building is to be altered.

• The first and second floors could be converted to basic hotel use, possibly sharing dining and kitchen arrangements with other uses. The ground floor accommodation on Queens Street, coupled with the "released" accommodation now facing south across new open space could provide for a host of individual uses, the venue wing could be returned to something similar to its original layout and the new open area on the south side could become a significant community garden.

If the building were to be renovated, remodelled to house teaching rooms, community rooms, workspace, communal space and visitor accommodation and made fit for purpose for the twenty first century, i.e. fabric upgrade and a large amount of fitting out, the architect's estimate is for the work is £4m.

11 Conclusions

There is no doubt that by raising the possibility of realistic and viable alternative proposals for the retention of Todmorden Community College, and weighing those possibilities against that of an asset cost saving exercise, with some retention of current services, Calderdale council has a difficult decision to make.

That decision would be more difficult had there been the threat of Aldi not building a store were they unable to secure the college site. However, we understand that there is no indication that Aldi will not build the store on their current site for which they already have planning permission, or that not obtaining the college for an expanded store will affect that plan going ahead. It is within this context that we feel Calderdale should consider all the options.

Our assessment of the Aldi proposal is limited as it is based on information imparted to us via Calderdale officers who have been in discussions with Aldi about their proposal. There are clear savings Calderdale can make from the sale of the college and there are presumably commercial advantages to Aldi. Any savings are of course worthy of consideration. However, this does not take into account that financial losses are in part due to income lost due to the underutilisation of the college. Aldi's proposal to build both a Children's and Youth centre on the site seems generous but consideration should be afforded to the loss of a lager asset which our report indicates still has potential for much wider community usage than that which Aldi propose to replace.

Our community consultation exercise focussed mainly on a survey designed to gain a general feel for support of the main proposals put forward. We also interviewed members of various community organisations in the town. From this, and the degree to which we have questioned and reviewed the proposals, it is clear that respondents gave varying but wide support for all the community led proposals and little for the Aldi/Demolition option. Generally, it could be said that the community proposals contain more potential than might have been originally perceived. There is therefore a strong case for investigating further the retention and development of Adult Education, 16+ specific disciplines within a technical college status, and introducing an innovative and inspiring environmental curriculum.

Whilst the digital media proposal did not prove to be a viable or supported option as a mainstay of the overall usage of the college, it does however have the possibility of integration with the wider curricular.

Our study quotes local authority policy documents which we believe support the need for further research into the feasibility of the educational proposals, not least Calderdale's own Adult Learning Strategic Plan 2016-19 and the aspirations stated within the Todmorden Town Plan.

The Business Incubation Unit proposal is something the UCVR would declare an interest in. We would certainly want to include this in any further study and believe it would fit with our current joint economic recovery project with the Calderdale business team.

There was no official data available on workshop or office space available in the town, but plenty of anecdotal suggestions from businesses and individuals that there was or could be demand for affordable rented space in some sort of business hub, akin to that on offer in the Town Hall, Hebden Bridge. Combined with the inclusion of a Business Incubation Unit there could well be a demand created by the offer of a central collaborative working space.

Our research shows a demand for community meeting rooms of various sizes and that this is one area where the building is currently losing income.

There are currently no reasons why the youth services and children's centre can't be retained in the existing building.

Whilst the proposal for visitor accommodation was less supported in the general survey it proved to be the proposal which generated the most commercially viable evidence for it to be a sustainable long-term business element. Together with this, the potential for residential courses would make this a proposal worthy of more time for a full business case study.

Combined with the building's condition information we have received from Calderdale, our own buildings survey leads us to believe that the building could probably be refurbished to a level that would make it fit for any of the purposes proposed in this report. Once again this means we feel this is worthy of further investigation to confirm this and obtain more accurate costs.

Who would manage the building and how are questions that can't be answered here. Our expert advice is to adopt a legal structure suitable for the outcomes of any further study on how the most viable options could be integrated under one roof. However, the community would need to be encouraged to think about this and that is a process that must begin in line with a full feasibility study. What is clear is any such management group will require a wide skill set and long-term commitment as well as passion.

Funding of any of the proposals would need individual assessment. There were some encouraging signs that the educational elements might have funding resources to draw on. The building refurbishment itself would likely be subject to a mix of community project or social investment grants, with social investment loans. But only by compiling a viable and full business case could those options be realised.

Ultimately we have to conclude, that there is enough evidence in our findings to indicate that there is a desire in the town amongst groups and individuals to see the college revitalised and offering wider community benefits than it does currently or did in the past.

12 Recommendations

From the research conducted for this report and the conclusions that we have outlined, we feel it is clear that there are solid grounds for us to recommend that the community of Todmorden be afforded the opportunity to develop a full business case for a partnership based revitalisation of the Community College. We outline the basic considerations required for developing this business case in Appendix D.

There are few community resources left in the town and the loss of such a site to create additional supermarket floorspace should be considered within the context of an opportunity lost for the community to take responsibility for an asset beyond the current resource capability of Calderdale council. We therefore recommend that Calderdale Council support the community, as they have done elsewhere in the borough, to take on such responsibility.

The college and site as an asset can never be replaced and we would expect the Neighbourhood Plan to identify this as a key site. We have the expertise within the Calder Valley to undertake the challenges of asset transfers and we would recommend that Calderdale assist the community in taking this study to the next stage of a full business case with a view to such a transfer.

In preparation for such a study we recommend that all proposers look to form a single steering group so that there can be meaningful dialogue from an early stage. However, we advise that this group consider the cautions outlined in the governance section of this report.

13 Appendices

Appendix A Survey questions

Todmorden Community College for sale and demolition?

Have your say!

The future of the college is currently under review. What do you think should happen?

Do you want to see the college revitalised or do you think that it should be demolished?

Calderdale Council has had an offer for Todmorden Community College from Aldi Supermarkets. Aldi propose to demolish it and build a larger store than their current planning permission allows. Aldi have offered a space for a children's centre and youth facility on the site. (Full details are not available at time of printing.)

Todmorden Council has set up a working party to look at alternative uses for the building. Other organisations and individuals have also made proposals. (See over)

Calderdale and Todmorden Town Councils have commissioned UCVR to undertake a Pre-Feasibility study to determine if these alternatives have demand, and if they are potentially viable and sustainable.

Have your say!.....PTO

If you can, please complete this survey on line by going to the link on our home pa www.ucvr.org.uk	ge at		
Below are the main options being proposed for the Todmorden Community College The assumption is that the existing facilities for youth and children will be retained.			
Should the college should be sold to Aldi and demolished? Yes \(\text{No} \) Don't	know 🗆		
Or			
please tick your preferences for the future of the college based on your local knowledge.			
Post 16 learning opportunities, including apprenticeships: Yes 🗆 No 🗆 Don't	know \square		
Adult and family learning courses: Yes No Don't know			
Residential courses: Yes No Don't know			
Offices/workspace: Yes□ No □ Don't know □			
Community meeting rooms: Yes □ No □ Don't know □			
Visitor accommodation: Yes□ No □ Don't know □			
For more information visit www.ucvr.org.uk Upper Calder Valley Renaissance	UCVE		

Appendix B Definitions

Studio schools

Studio schools are small schools - usually with around 300 pupils - delivering mainstream qualifications through project-based learning. This means working in realistic situations as well as learning academic subjects.

Students work with local employers and a personal coach, and follow a curriculum designed to give them the skills and qualifications they need in work, or to take up further education.

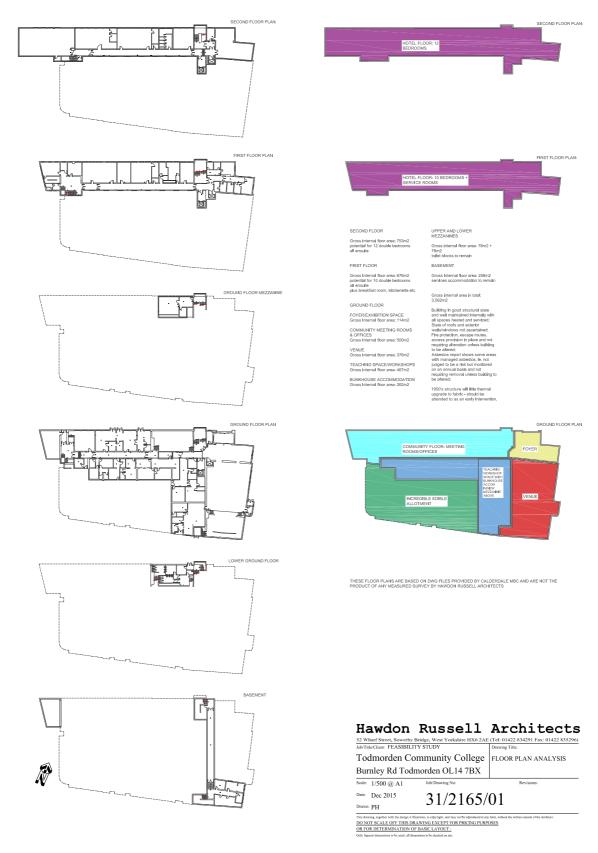
Studio Schools seek to address the growing gap between the skills and knowledge that young people require to succeed, and those that the current education system provides. Studio Schools pioneer a bold new approach to learning which includes teaching through enterprise projects and real work. This approach ensures students' learning in is rooted in the real world and helps them to develop the skills they need to flourish in life.

University Technical Colleges (UTCs)

UTCs are academies for 14 to 19 year olds. Each UTC is sponsored by an employer and a university and specialises in one or two technical curriculum areas and teach these subjects along with business and IT skills. They focus on providing technical education that meets the needs of industry by offering technical courses and work-related learning, combined with core academic studies, which leads young people into employment, an apprenticeship or further/higher education.

Each UTC is backed by employers and a local university who work with staff to develop a curriculum that gives students first-hand experience of what life is like after school. Each UTC offers around 600 places; they are sub-regional and their catchment area may extend across a number of local authorities.

Appendix C Architect's Floor Plan Analysis



Appendix D

Questions for further research

Further research, including detailed surveys to determine actual demand, should be carried out on each of the proposals. Examples of most of the options are known and these would be used to build a business case.

Any issues should be carefully considered. For example, do young people prefer to study in a college that is dedicated to 16+ education, rather than a multi-purpose building?

The following are some key questions which should also be covered in a full Feasibility Study, this list is not exhaustive:

- Are these proposals compatible?
- Are they feasible and financially viable?
- What is the minimum, maximum and optimum size in terms of both space and income for each of the proposals and do these complement each other?
- Are they likely to fulfil a future need as well as a current need?
- Will any of the proposals be in competition with other existing or planned projects?
- Who will run the project?
- How long will it take?
- How will the building be run?
- Who will run the building in the short, medium and long term?
- How will succession planning be done?
- The feasibility report for the Town Hall, Hebden Bridge was based on several pieces of research that had been undertaken by, for example, Yorkshire Forward. This information was collated before the financial crash of 2008 and is therefore not considered to be up-todate. The existence of similar up-to-date reports should be investigated and utilised.
- Will there be any anchor tenants e.g. Council local and ward?
- Can Todmorden be promoted as a potential location for a Business Incubator and office space?
- Will there be high speed broadband?

Appendix E

Acknowledgements

Todmorden and Calderdale Councils

For joint funding this project

Todmorden Council Working Party:

For compiling the information on the educational proposals and assisting with survey distribution

Incredible Farm:

For their proposal on Agroecology courses

School of Natural Building

For their proposal on technical courses

Hawdon Russell Architects

For providing the building survey and spatial drawings

Calderdale Council - Corporate Asset and Facilities Management

For providing buildings condition information, running and maintenance costs and Aldi proposal background information.

Adrian Ashton - Community sector governance consultant.

For providing the optional governance and legal forms report

Emma Back – Social enterprise development researcher

For Research and survey data analysis

Marc Collett, Burns Collett

For general support and guidance