



RUSHMOOR BOROUGH COUNCIL

POLICY AND PROJECT ADVISORY BOARD

*at the Council Offices, Farnborough on
Wednesday, 19th September, 2018 at 7.00 pm*

To:

Cllr A.R. Newell (Chairman)
Cllr Sophia Choudhary (Vice-Chairman)
Cllr Marina Munro (Vice-Chairman)

Cllr J.B. Canty
Cllr A.H. Crawford
Cllr P.I.C. Crerar
Cllr R.L.G. Dibbs
Cllr Mara Makunura
Cllr M.J. Roberts
Cllr P.F. Rust
Cllr J.E. Woolley

Enquiries regarding this agenda should be referred to the Administrator, Justine Davie, Democratic and Customer Services, Tel. (01252) 398832, Email. justine.davie@rushmoor.gov.uk.

A G E N D A

1. **MINUTES – (Pages 1 - 12)**

To confirm the Minutes of the Meetings held on 12th July and 30th August, 2018 (copy attached).

2. **DEVELOPMENT OF THE ALDERSHOT TOWN CENTRE STRATEGY – (Pages 13 - 78)**

To consider the Executive Director's Report No. ED1805 (copy attached) on the approach to the development of the Aldershot Town Centre Strategy.

3. **FIRE AND RESCUE COMBINED AUTHORITY CONSULTATION – (Pages 79 - 126)**

To consider the Hampshire Fire and Rescue Authority and Isle of Wight Council's consultation on the proposed creation of a new Combined Fire Authority for Hampshire, Isle of Wight, Portsmouth and Southampton. A copy of the consultation information pack and response form is attached. Further information can be found on the [Hampshire Fire and Rescue website](#). The consultation closes on 26 October 2018.

4. **RUSHMOOR 2020 MODERNISATION AND IMPROVEMENT PROGRAMME - APPOINTMENT OF TASK AND FINISH GROUP – (Pages 127 - 132)**

To consider the Executive Director's Report No. ED1804 (copy attached) on the appointment of the Rushmoor 2020 Modernisation and Improvement Programme Task and Finish Group.

5. **WORK PROGRAMME – (Pages 133 - 138)**

To discuss the Policy and Projects Advisory Board Work Programme (copy attached).

MEETING REPRESENTATION

Members of the public may ask to speak at the meeting on any of the items on the agenda by writing to the Panel Administrator at the Council Offices, Farnborough by 5.00 pm three working days prior to the meeting.

Applications for items to be considered for the next meeting must be received in writing to the Panel Administrator fifteen working days prior to the meeting.

POLICY AND PROJECT ADVISORY BOARD

Meeting held on Thursday, 12th July, 2018 at the Council Offices, Farnborough at 7.00 pm.

Voting Members

Cllr A.R. Newell (Chairman)
Cllr Sophia Choudhary (Vice-Chairman)
Cllr Marina Munro (Vice-Chairman)

Cllr J.B. Canty
Cllr A.H. Crawford
Cllr R.L.G. Dibbs
Cllr Mara Makunura
Cllr M.J. Roberts
Cllr P.F. Rust
Cllr J.E. Woolley

Apologies for absence were submitted on behalf of Cllr P.I.C. Crerar

5. MINUTES

The Minutes of the Meeting held on 5th June, 2018 were approved and signed by the Chairman. It was requested that a Councillor from Aldershot Park Ward be invited to join the Aldershot Regeneration Group.

Action to be taken	By whom	When
Invite a representative from the Aldershot Park ward to join the Aldershot Regeneration Group	Jill Shuttleworth	July 2018

6. LEISURE FACILITIES AND ASSOCIATED CONTRACTS

The Board received a presentation from the Council's Head of Community and Environmental Services which set out the current leisure offer and potential options for the future. The Board was advised on the sports and leisure facilities across the Borough and was provided with details on the current contracts for Farnborough Leisure Centre, Aldershot Indoor Pools and Aldershot Lido. The outcomes required for future leisure management contracts were to reduce costs, invest in the facilities, increase participation and reduce the risk to the Council. There were a number of areas highlighted which would need to be considered when the Council looked at future leisure provision. The current activities provided had been reviewed and details were available on the number of visits, space occupied to provide the activity and the income and expenditure which would need to be considered to identify the feasibility of activities. Provision of activities from other providers in the Borough

would also need to be considered to identify the demand from users against the current provision.

The Lido Review Working Group, Friends of Aldershot Lido and the Leisure and Youth Policy and Review Panel had carried out some work to develop a vision for the Aldershot Pools Complex and some soft market testing had been carried out in 2017. A conditions survey had also been undertaken and the results were due at the end of July 2018. A number of options had been discussed for the future leisure management contract for Aldershot Lido which included the addition of adventure golf, reduction in pool size and addition of a splash pad. Options for the Aldershot Indoor Pool would be to either retain the current building with improvements or to build a new facility.

There had been some feasibility work carried out on options for the Farnborough Leisure Centre in 2017 and a conditions survey undertaken which was due to be reported on at the end of July 2018. Options available for Farnborough Leisure Centre could include retaining the current building with improvements, refurbishment or to build a new facility. The Leisure Centre was currently located in the Civic Quarter and, following some research, it was suggested that if a new facility was provided, it should remain within the Civic Quarter. A preferred investment partner had been identified for the Civic Quarter and, if approved, would work with the Council to agree concepts, capacity and site specific objectives. The Civic Quarter timetable would need to work with the leisure procurement timetable.

The Farnborough Leisure Centre and Aldershot Pools Complex contracts were due for renewal on 1 February 2019. The Civic Quarter masterplan timetable had been revised and required an extension of the leisure management contract to 31 March 2021. Negotiations were underway with Places for People to extend the contracts. The Board was asked to consider how it could be involved in working on the future leisure provision and contract agreement.

The Board discussed the presentation and there were a number of questions raised on specific areas relating to both Aldershot Pools Complex and Farnborough Leisure Centre. Areas which were suggested that needed to be looked at included:

- Look at leisure facilities in other areas of the country to learn lessons from their experience
- Consider recent leisure facility rebuilds and refurbishments to see which had worked better
- Look at trends nationally and locally to identify demand for activities
- Consider the population increase over next 10-15 years when assessing demand
- Consider some short-term improvements for Aldershot Lido as part of the contract extension including additional car parking and automated ticketing to speed up the entrance process and avoid long queues

The Board **AGREED** that a task and finish group should be established to consider the future leisure facilities provision and contracts. It was agreed that group membership would not be limited to members of the Board and a call would go out to the political groups to put forward nominations. The group would be made up of six members and would be chaired by either the Chairman or one of the Vice-Chairmen

of the Board. The group would report back to the Board when policy decisions were required. Terms of reference would be established to set out the aim of the group and the timescale for delivery.

Action to be taken	By whom	When
Establish a task and finish group to consider the future leisure facilities provision and contract in the Borough	Peter Amies/ Justine Davie	July 2018
Draft terms of reference for the Leisure Facilities and Contracts Task and Finish Group to be agreed	Peter Amies/ Justine Davie	July 2018
Send a request out to the political groups to nominate members for the Leisure Facilities and Contracts Task and Finish Group	Jill Shuttleworth	July 2018

7. **RESPONSE TO THE HAMPSHIRE COUNTY COUNCIL T19 CONSULTATION**

The Board received a copy of Hampshire County Council's (HCC's) T19 consultation on street lighting, supported passenger transport services and concessionary travel to provide feedback to input into a Council response. HCC proposed to initially save £230,000 per annum by switching off street lights on some residential streets for a minimum of two or more hours per night from April 2019. HCC also proposed changes to the supported passenger transport services and concessionary travel scheme to save a total of £2.1m, of which £650,000 had already been secured. The Board considered each of the proposals individually and made comments to be incorporated into a Council response:

Proposal 1: To switch off street lights for part of the night (two or more hours) on residential streets

- Potential issues if the lights were switched off in areas where there was a night time economy.
- A view from the Police should be sought on the potential effect on anti-social behaviour and burglaries.
- Potential to switch off every other light should be considered.
- Request evidence to be provided on the street areas where the lights switch off could work.

Proposal 2: To make operational changes to the current public bus and ferry services which Hampshire County Council supports

- As the questions related to specific bus services it was considered it was difficult for the Council to give a view, however it was acknowledged that those passengers using the buses relied on the services currently provided.

Proposal 3: To replace some supported public bus services with alternative forms of community transport, such as Taxishares and Call and Go

- There were some pilot schemes taking place in other areas and it was suggested that the outcomes from the pilot schemes should be considered before any changes implemented.
- Alternative services away from a scheduled service to meet local conditions should be considered.

Proposal 4: To reduce the amount of printed material and make better use of electronic information

- Agreement with the reduction in the amount printed but as long as some printed material was still made available for those without access to online services.

Proposal 5: To reduce the amount of support available to organisations that provide, promote or support transport services

- As there was only £30,000 saving to be made across the County it was the view that there would only be a limited affect in Rushmoor.
- A check online was requested to see which services in Rushmoor would be affected and advise Board if necessary.

Proposal 6: To remove the use of the Older Persons' Bus Pass on Taxishares, Dial-a-Ride and Call and Go services

- The services should only be removed where there was currently a bus service available.
- Consultation with the users should be carried out to identify why they needed the service.
- A pilot impact assessment should be carried out.

The views of the Board would be compiled into a Council response to the consultation and sent to Hampshire County Council before the deadline of 5th August.

Action to be taken	By whom	When
Check online to identify if any Rushmoor organisations that provided, promoted or supported transport services received support and advise the Board if necessary	Ian Harrison	July 2018
Compile a response on behalf of the Council to the HCC T19 consultation incorporating the view of the Board	Ian Harrison	Before 5 August 2018

8. HAMPSHIRE 2050 - A VISION FOR THE FUTURE

The Board received the Executive Director's Report No. ED1801 which set out details on the Hampshire 2050 Commission of Inquiry which would consider evidence and key issues to inform a Vision for Hampshire in 2050. The Commission would engage with a variety of Hampshire stakeholders, consider a range of submitted evidence and develop proposals for the future shape of Hampshire across

a number of strategic themes. The themes and consultation deadlines were: demographic and societal changes - 29th June; economy - 13th July; work skills and lifestyle - 24th August; environmental and quality of place - 12th October; mobile, connectivity and energy - 23rd November; and, rural Hampshire – 21st December. An online questionnaire was available and the survey questions for each theme were

- What do you think might happen in the future?
- How will that affect/impact on what we do?
- How will the County Council and Partners need to react in light of this?

A full report on the findings of the Commission would be presented to Hampshire County Council in the Summer of 2019 and made publicly available.

The Board **NOTED** the Report and agreed that Hampshire 2050 should remain on the work programme and monitored.

9. **WORK PROGRAMME**

Cllr R.L.G. Dibbs was appointed as a Standing Deputy for the Conservative Group for the Progress Group. The Board **NOTED** the Work Programme.

The meeting closed at 9.35 pm.

CLLR A.R. NEWELL (CHAIRMAN)

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POLICY AND PROJECT ADVISORY BOARD

Meeting held on Thursday, 30th August, 2018 at the Council Offices, Farnborough at 7.00 pm.

Voting Members

Cllr A.R. Newell (Chairman)
Cllr Sophia Choudhary (Vice-Chairman)
Cllr Marina Munro (Vice-Chairman)

Cllr J.B. Canty
Cllr A.H. Crawford
Cllr P.I.C. Crerar
Cllr R.L.G. Dibbs
Cllr Mara Makunura
Cllr M.J. Roberts
Cllr P.F. Rust
Cllr J.E. Woolley

10. **DEVELOPING THE BUSINESS CASE FOR A LOCAL HOUSING COMPANY - STRATEGIC, ECONOMIC AND COMMERCIAL CASE**

The Board considered the Executive Director (Customers, Digital and Rushmoor 2020) Report No. ED1803 which set out the Strategic Case, Economic Case and Commercial Case for a proposal to set up a local housing company and provided information on the business case process up to the point where a preferred option was chosen and the commercial case was made. If the Board was content with the first three cases, then the Financial Case and Management Case would be considered by the Board at a future meeting. The comments and views of the Board would be presented to the Cabinet when a decision to recommend the Council to set up a Housing Company would be considered.

The Board was reminded that the Council Plan set out a priority to establish a local housing company as a vehicle to participate directly in the provision of housing. It was envisaged that the proposed housing company would provide homes for private market rent, which would improve the supply and quality of housing in this sector, and also enable other housing tenures either directly or in partnership. A draft business case had been prepared using the HM Treasury Green Book five case model, which evaluated whether a business case could be made for continuing with a project considering five key areas:

- the strategic case - the case for change;
- the economic case – the options for delivery, public value;
- the commercial case – the legal requirements, commercial considerations and risk analysis;
- the financial case – funding and financial viability; and
- the management case – delivering successfully.

Members were advised that the business case had been reviewed by the Council's legal advisors, Freeths, who had confirmed that the Council's proposal to set up a housing company was within its powers and Freeths had also provided tax and VAT advice.

The Strategic Case considered the establishment of a new housing delivery vehicle as a mechanism to help improve quality and choice in the Borough's housing offer. This would link into the Council's regeneration priorities and with the wider priorities of meeting housing need contained in the Housing and Homelessness Strategy and the Council's need to achieve financial sustainability and develop new revenue streams to support its ongoing service delivery (Rushmoor 2020). There was also widespread agreement that the long term undersupply of housing had created unaffordable house prices and rents, with a quarter of young adults still living with their parents and long waiting lists for social housing. It was estimated that the country needed 225,000 to 275,000 or more new homes per year to keep up with population growth and to tackle years of undersupply.

The Report gave details of housing need within Rushmoor and the current situation with regard to the private rented sector, affordable housing and temporary accommodation. It was also noted that the Council had a small portfolio of property assets. The Council wanted to make best use of this portfolio to meet its policy objectives, including its objective to achieve financial sustainability.

The Board Members were asked to give their views on whether there was a strong case for establishing a housing company; whether the housing company should include a mix of types and tenures of housing or, for example, focus predominantly on higher income generating options such as the private rented sector, and finally whether the company should operate predominantly within Rushmoor or across a broader area such as the Council's Strategic Housing Market.

During discussion on these issues, the comment was made that the business case decision had used out of date data on the private market and requested more up-to-date data evidence of demand. There was general agreement that there was a strong strategic case for establishing a housing company. Whilst most Members were content with the proposed approach to mix of tenures, the opinion was also expressed that the housing company should focus on where the market was failing (i.e. social housing) and not the broad mix which was being suggested. It was further suggested that the housing company model in Bournemouth should be investigated, whereby the company was intervening in private sector rented housing and also influencing social rented accommodation, where it was felt there was the greatest need in Rushmoor and would offer more flexibility. A view was expressed that there should be the ability to cross-subsidise in order to make the company viable. In respect of where the housing company should operate, Members were of the opinion that this should predominantly be within Rushmoor, although should be open to operating within economic areas.

The Board then considered the economic case for a housing company. It was noted that the economic case identified and evaluated a long list of options for delivering housing that would contribute to the improvement of the overall quality and choice in

the Borough's housing offer and assessed them against the policy objectives for the project. The following objectives had been identified for setting up a housing company:

- provide a mechanism for holding existing residential properties
- provide a mechanism for creating a future residential property portfolio by development/acquisition
- provide a mechanism that allowed income generation and trading
- make the best use of the Council's existing property assets to meet housing needs and create an income stream
- initially to provide quality homes for market rent, and contribute to improvements in the condition in the sector of the stock
- address difficulties in affordable housing delivery through registered providers of social housing
- help address the need for temporary accommodation and the Council's desire to deliver differently
- give the Council control over types of housing, rents, tenures and returns to the Council.

It was felt that a housing company could support and assist with meeting these aspirations.

The following options had been identified as potentially enabling the Council to meet the objectives and the benefits, burdens and risks for each option were examined in the Report:

- do nothing
- hold and develop a limited portfolio in the General Fund
- re-open the Housing Revenue Account
- site by site disposal with development agreements
- wholly owned company
- other corporate structures
- investment partner/joint venture with the private sector, other public sector or registered providers of social housing

The Board was advised that an officer project team had assessed the long-list options to meet the critical success factors for the housing company and a table summarising this was set out in the Report. The analysis had identified that a wholly owned company provided the best fit against policy objectives. The remainder of the business case therefore focused on the housing company being established as a wholly owned company.

During discussion on whether Members were satisfied that a wide enough range of options had been considered and whether they were comfortable with the business case conclusion that a wholly owned company would be the best option, one Member expressed the view that his preference was for a community interest company in order that the company could feed back into more community schemes. This view aside, Members broadly welcomed the view that a wholly owned company would be the best option to provide the opportunity for other options, such as a joint

venture, to be used too. Members were also generally of the opinion that a wide enough range of options had been considered. However, one Member did mention that co-operatives and community land trusts had not been looked at. It was also suggested that the Sustainable Community Act should be investigated for what this might enable the Council to do.

The Board then considered the Commercial Case for the preferred option of a wholly owned company. It was noted that the Council had the powers to:

- set up a wholly owned company under the Localism Act 2011
- fund a wholly owned company under the Local Government Act 1988; and
- transfer land and property to a wholly owned company under the Local Government Act 1972.

The Commercial Case outlined the procurement and commercial aspects of the preferred option, together with a risk analysis. A company limited by shares was the most common corporate vehicle used in England for profit distributing bodies. The Council would be able to participate in the company by way of share equity as well as loan debt, subject to entering into formal lending documentation. The company would be set up under the Companies Act 2006. The Council would hold 100% of shares in the company and would have full ownership allowing the Council to retain control of the selection of properties, standards of properties, allocations and rents. It was noted that a clear governance structure would be required to enable the Council to have control of the strategic direction of the company while allowing the directors of the company discretion to carry out effective operational management. A shareholder agreement would be needed to set out the parameters within which the company must operate and to clarify the extent of control by the Council. This would include such things as what powers were reserved to the Council as shareholder, the business planning process and board meeting requirements.

To meet the needs identified in the Strategic Case and the Economic Case, the key objectives of the company would be:

- to take a transfer of existing residential properties owned and let by the Council
- to develop/acquire property to assemble a residential property portfolio that might contain a range of tenures
- to provide quality homes for rent in the private rented market to meet housing need, and create a revenue stream
- to remain financially viable
- to assist the Council in meeting requirements for affordable housing and temporary accommodation where a company was the best means of achieving the required outcomes
- to provide an efficient landlord service including housing management and maintenance
- to maintain its properties to a standard that met tenants' reasonable expectations and protects the Council's investment in the company.

The Report set out the requirements for establishing a housing company, including company documentation and operational documents. The housing company would

also need to provide housing management and property maintenance services to its tenants. Initially it was likely that this would be undertaken through agents (some registered providers would undertake this role on a commercial basis) and through the use of some Council staff. Costs for Council staff would need to be recharged in a transparent way having regard to state aid rules. It was noted that tenants of the housing company would be granted Assured Shorthold Tenancies, except in the case of any supported housing schemes that would be let on licences. In some circumstances, it might be appropriate to offer homes on a shared ownership basis.

The Report also advised regarding Stamp Duty Land Tax, Corporation Tax, VAT and Council Tax. It was also noted that the housing company would be required to follow the Public Contracts Regulations 2015. However, as a wholly owned subsidiary of the Council, the housing company would not be subject to the EU procurement regime. Issues for decision in these circumstances would include lettings, management and maintenance, administrative, legal and accounting services. It was further noted that appropriate adaptation and revision might be required when the UK achieved Brexit on 29th March 2019.

During discussion, Members were broadly supportive of the objectives for the housing company. The view was expressed that the purpose for the company should be to enable housing need to be addressed and that the company could restrict or prioritise dwellings to local people or people with a local connection. Members were content to move on to the consideration of the Financial and Management Cases for a housing company at a future meeting.

The views and recommendations of the Board would be reported to the Cabinet for consideration on either 16th October or 13th November and for recommendation to the Council on 6th December 2018 for the setting up of the housing company.

The meeting closed at 8.55 pm.

CLLR A.R. NEWELL (CHAIRMAN)

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**POLICY & PROJECTS ADVISORY
BOARD**

**EXECUTIVE DIRECTOR
(CUSTOMERS, DIGITAL &
RUSHMOOR 2020)**

19 SEPTEMBER 2018

REPORT NO: ED 1805

ALDERSHOT TOWN CENTRE STRATEGY

1. INTRODUCTION

- 1.1. The regeneration of our town centres is a Council priority. With the proposed redevelopment of two major sites right in the heart of Aldershot – the Galleries, Arcade & High Street car park site, along with the Union Street East site – the town centre will undergo significant disruption throughout the period of building works.
- 1.2. The Aldershot Town Centre Strategy will propose a number of activities to assist town centre businesses and maintain vibrancy as much as possible through this period of transition, and ensure the sustained health of the town centre in the longer-term.

2. BACKGROUND AND CONTEXT

- 2.1. The Aldershot Town Centre Supplementary Planning Document was published in January 2016 and identifies a number of key regeneration sites in the town. The two largest sites are:
 - *The Galleries, Arcade & High Street car park* – mixed commercial use on the ground floor, with circa 550 flats, parking, and re-provision of public car park.
 - *Union Street East* – retail and other commercial on the ground floor, with circa 140 flats and limited parking provision.
- 2.2. Whilst these proposed schemes will provide a major boost to the town centre economy in the longer term, the build period - resulting in the hoarding of significant parts of the town centre – will provide a challenging time for retailers and other businesses.
- 2.3. To assist through this transitional period, the production of a ‘retail plan for Aldershot Town Centre’ was proposed, and subsequently identified as a Council priority as part of the 2018/19 Council Plan. At the end of last year, informal advice was sought from specialist retail consultant *Time Retail*, who suggested approaching a number of consultants who were not simply retail focused. Site visits and follow-up meetings with both *Cushman & Wakefield* and *CBRE* at the start of the year provided useful and consistent advice. Key themes from the discussions included:
 - Don’t rely on retail as the outlook is so uncertain
 - Retail uses should focus on ‘experience and convenience’
 - Consider town centre uses in relation to lifestyles, not simply retail

- Consolidate retail uses in the heart of the town
 - Contract the town centre and diversify uses
 - Agree Aldershot's unique selling point (USP) e.g. family friendly, young people, crafts, incubator space.
 - Try to create the conditions for incubator businesses to grow - start with meanwhile uses and see what develops.
- 2.4. There was a clear consensus that **any plan the council developed needed to look beyond a 'retail plan' to a wider 'town centre strategy'**.
- 2.5. In May 2018, the LGA published a handbook for council leadership entitled, 'Revitalising town centres'. The paper suggests that 'revitalising a town centre involves coordinating a range of activities, possibly over many years', and provides a useful self-assessment checklist of 'success factors' to help gauge current and future processes in strategy development and the delivery of town centre improvements. **The full report is attached, with Members directed to the summary checklist on page 7.**
- 2.6. The following month, 'The Grimsey Review 2' was published. This paper entitled, 'It's time to reshape our town centres', led by retail guru Bill Grimsey, provides a list of 25 recommendations to do just that. Whilst a number of them are directed at central government e.g. replacing business rates with a new tax, many are suggestions at local level. **The full report is attached, with Members directed to the summary of recommendations on pages 8 & 9.**

3. RECOMMENDATION

- 3.1. **The Project & Policy Advisory Board are asked to consider the reports identified in paragraphs 2.5 & 2.6 and provide their views on potential activities and other arrangements designed to:**
- **Help the town centre remain as healthy and vibrant as possible throughout the period of major redevelopment works on the Galleries and Union Street East sites.**
 - **Ensure the sustained health of the town centre in the longer term.**
- 3.2. Possible activities may focus around parking, access, cleanliness, anti-social behaviour, retail offer, meanwhile uses, marketing, events, markets, digital opportunities, community engagement, etc.
- 3.3. Members views will be fed into a draft strategy, with input also sought from officers, key town centre stakeholders and residents. The current proposal is that the draft strategy will be submitted to Cabinet, seeking a budget to support the recommended actions.

**KAREN EDWARDS
EXECUTIVE DIRECTOR**

Contact: David Phillips, Town Centre and Cultural Manager Ext: 8570

Revitalising town centres

A handbook for council leadership



Foreword

Leadership for town centre revitalisation

News of household name retailers struggling and images of boarded up local shops are often used to suggest the imminent collapse of the high street and our town centres as we know them. The reality is that in fact many councils are already creatively leading a revival of their local town and city centres.

Time and creative leadership are necessary for the physical aspects of our town centres to adapt to the massive changes in shopping habits, global trends and what attracts people to town centres. The responses required for managing change are necessarily complex and will need to be different depending on the size and location of a place. Councils throughout the country are already taking ownership of their town and city centre challenges, demonstrating that council leadership has a key role in using the knowledge, commitment and services of their authorities to ensure their town centres are adaptable to change.

Part of the response to town centre revitalisation requires big thinking – avoiding the traps of having a narrow focus on retail, one particular street or block or single issues such as parking, anti-social behaviour or business rates. Town centre success requires a multitude of factors to be successful.

Many town centres are finding a new purpose – a rebalancing of the functions they serve including employment, commercial, leisure, community, housing, healthcare and educational uses.

Successful councils are doing this through a range of tools, including long-term master-planning, proactive use of compulsory purchasing order (CPO) powers and land assembly, but key to success is a strong evidence base, meaningful engagement with the town's stakeholders and embracing new technology. They avoid dealing with single issues and responding to anecdote alone and instead take a much more strategic approach.

This handbook is designed to offer practical advice and act as a checklist for councils' decision-makers. Senior managers and elected members should find it equally helpful. The handbook is also complemented by a more detailed set of structured resources to be found on the Local Government Association (LGA) website at www.local.gov.uk/town-centre

I hope you find it a valuable resource in planning the future of your high streets and town and city centres.



Councillor Martin Tett

Chair of the LGA's Economy, Environment, Housing and Transport Board

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Revitalising town centres

A handbook for council leadership

Leading a town centre revival

Town and city centres face long-term issues that merit sophisticated and sustained solutions which create new understanding of interrelated issues and promote cooperation between different sectors and partners. They also abound with opportunities to bring benefits to residents and businesses in the very heart of their communities. Councils and their leaders are in a position to take a broad perspective and bring different interests together in a way that those championing single issues cannot.

Taking a joined-up approach

Local authorities can take a leading role or be important partners in sustaining communities through town centre revitalisation. Councils' roles combine statutory functions such as planning, housing, buildings conservation, public transport, highways and parking with strategic coordination and innovative intervention and economic development with partners.

This will involve a mixture of the right baseline surveys to understand the issues; engagement with business, community groups and other local stakeholders; agreement on and resourcing of a collective action plan to tackle issues; development of a suitable partnership to energise, communicate and coordinate delivery; and the routine monitoring of impacts to measure success.

About this handbook

This handbook and the accompanying online toolkit offer guidance on how to approach the revitalisation of town and city centres by delivering long-term impacts and using broad principles that can be tailored to meet local needs. The handbook was informed by a LGA-led seminar of senior practitioners in November 2017 and it has been compiled jointly with the People & Places Partnership. It is intended to provide a high level overview to guide councils in taking a strategic and evidence-based approach. The handbook contains suggestions of further reading, helpful resources and examples of good practice that can be accessed through a more extensive and detailed online toolkit.

Following town centre trends

Contrary to tales of high street ‘gloom and doom’, current trends show that creative council leadership is able to help town centres adapt to unprecedented market changes.

Positive trends

Recent figures¹ from the Local Data Company indicate that many town and city centres may be beginning to adapt. The number of empty shops has been falling slowly for five years and the independent retail sector showed particularly buoyant growth in 2017.

Retail restructuring

According to the British Retail Consortium,² restructuring by retailers could mean fewer though better paid jobs with a divergence in how communities are affected. The loss of a further third (900,000) of retail jobs by 2025 will hit struggling centres in particular and they need to prepare through an up-skilling of staff into new roles.

Focusing on food

According to a recent report on eating out in town centres,³ by Springboard and the NPD Group, improved performance of high streets is being driven by a booming and inventive food and drink sector, such as street food or markets. Population growth will lead to 800 million more eating out visits by 2027. Whilst day-time footfall has declined cumulatively by 3 per cent since 2013, footfall post-8pm has risen 1.4 per cent.

Embracing heritage

Instead of the historic environment being a constraint, there is an authoritative case that it creates a desirable town centre experience. According to Historic England in its report on the changing face of the High Street,⁴ creating a greater sense of ‘destination’ gives town centres a competitive edge.

Developing digital

Rather than an outdated view that the ‘internet’ threatens town centres, the Government-backed Digital High Street 2020 report⁵ concludes that investment in digital infrastructure and basic skills could be critical to revitalising high streets in a digitally dominated world.

Improving travel

A Government-backed technology and innovation centre,⁶ has estimated that the provision of personalised journey information and the ability to reserve a parking space and be guided to it, could improve traveller satisfaction on an annual 11.6 billion journeys in the UK.

Informing strategy

Local authority-led strategy needs to follow an evidenced-based understanding of changing customer habits and refreshed roles for town centres. This will help over-come the risk of focusing on single issues and underplaying the role of technology or changing shopping habits.

Developing a forward framework

Successful approaches to leading a town or city centre revival can benefit from a self-assessment of current council strategy. This handbook proposes using the F-factors checklist developed by the People & Places Partnership⁷ for creating a 'forward framework' for town centre revitalisation. Key elements to consider are:

Foundations: the process should be underpinned by an up-to-date review of existing strategies, collective objectives and evidence from recent surveys.

Function: action planning should begin with a clear statement of identified issues; recognition of council and partners' roles; the creation of suitable responses; acknowledgment of gaps in delivery; and identification of impact measures.

Form and Folk: next comes the development of appropriate organisational 'form' to coordinate activity including defining the roles of key partners and wider stakeholder engagement through 'folk'.

Finances: financial planning needs to include identifying opportunities for fund raising, inward investment and partnership sustainability.

Forward planning: finally, everything gets written down as a 'forward framework' and regularly reviewed.

Using the 'town centre checklist'

Revitalising a town centre involves coordinating a range of activities, possibly over many years. This self-assessment 'town centre checklist' uses a series of prompts to help councils and their partners gauge current and future processes in strategy development and the delivery of town centre improvements. The remainder of this handbook provides advice on taking forward each of these component activities and links to further resources.



Town centre checklist

Success Factors

FOUNDATION	
Evidence and objectives	Has a baseline survey of issues been completed, aims defined, objectives, scope and long-term monitoring of impacts agreed?
FUNCTION	
Parking, travel and access	Is an integrated and customer-focused parking, travel, and access strategy in place?
Planning and property	Are there robust town-centre-first policies, master-planning, priorities within and between towns and has work been coordinated with town centre businesses and landlords?
Streetscape and public realm	Has a funding strategy and ongoing, prioritised streetscape and public realm improvement plan been agreed with an understanding of 'connected value'?
Business support	Is there tailored training/mentoring and a strategy to enhance the quality and distinctiveness of retail, services, hospitality and leisure businesses based on current provision, trends and knowledge of competing centres?
Place branding and marketing	Is there a clear understanding of the town brand with pooled budgets and a creative, collective marketing campaign?
Digital technology and data	Is there an ongoing assessment of digital infrastructure and skills with an investment plan and approach for the collective use of data in marketing and monitoring the town centre?
FORM	
Governance and influence	Is there an appropriate structure, membership and credibility to coordinate local stakeholder activity and influence cross-departmental or other strategic partnerships?
FOLK	
Community engagement and coordination	Is there strong public, private and community engagement with active and coordinated involvement in planning and delivery that extends to community assets development and is backed by a clear communications plan?
Roles and capacity	Are there an effective chair, suitably skilled board, employment of necessary staff, effective management of trained volunteers and clear lines for joint working with other stakeholder groups?
FUNDING	
Finances and investment	Is there an organisation with robust financial procedures and strategy agreed for diverse and sustainable fund raising and income to support a town centre? Is it 'run as a business' with inter-relationships understood and investment secured?
FORWARD PLANNING	
Strategy and plans:	Is there a well-defined 'forward framework' comprising an overarching vision/strategy, a rolling organisational business plan and a parallel action plan coordinating delivery on the ground?

Foundations: evidence and objectives



Contrasting and complementary business and customer perceptions of Southwold town centre.

Improving a town centre without first investigating the issues is like baking a cake without knowing the ingredients.

A good place to start in developing a strategy for revitalising a town centre is to measure key indicators and gauge local opinion. From this it is possible to identify the issues; begin to develop tailored responses and hopefully demonstrate success. Local authorities are especially well-placed to lead such evidence gathering because of the breadth of their responsibilities and the opportunity it can provide to bring together otherwise disjointed data held by different council services and other organisations.

Tracking trends

It is important for councils to track national trends. Recent figures from the Local Data Company, for example, indicate that the number of empty shops has been falling slowly but consistently for five years.

Retail services including barbers and hairdressers, leisure services such as gyms, cafes, restaurants and bars, and convenience stores are prominent amongst the recent openings and point to the increasing service function of town centres.

Using a 'suite' of performance indicators

Quantitative indicators can be used to assess the performance of a town centre including footfall, foot-flow, vacancy rates, parking occupancy, rental levels, business mix, community assets, public services, customer origins and purpose of visits. Customers' digital footprints can be used in cost-effective and confidential ways to help understand how they use a place.

Understanding 'personality' of place

Qualitative surveys can be used to tell more about the 'personality' of a place including its users' and non-users' perceptions, the confidence of businesses, the impacts of place on profitability and sentiments around identity and brand.

Formulating objectives and actions

Putting the ground work in to gathering performance measures and perceptions provides a factual basis for engaging stakeholders, jointly agreeing objectives and creating a shared action plan for town centre revitalisation. A constant focus on agreed indicators and routine monitoring of changes will be essential in keeping responses on-track and identifying impacts.

Case studies

Waveney District Council has supported the Southwold Coastal Community Team to survey performance measures and perceptions of the town centre to provide evidence for strategy development and funding bids.

Warwickshire County Council is amongst the local authorities working with Loughborough University to use a digital high street index to monitor digital activity and community/customer engagement to determine future investments.

Function: parking, access and travel



Sleaford's integrated parking strategy addresses the whole customer journey including attractive access routes linking the town centre and peripheral car parks.

When parking is such an essential service, how can councils get it right?

Car parking is one of the most talked about issues in town centres and frequently cited by businesses as a cause of poor performance. Improvements need to focus on the whole journey in to town, however, whilst recognising parking as a pinch-point for customers.

Adopting joined-up thinking

Local authorities are parking providers and many manage on-street parking. Council leaders can help ensure that parking provision is considered in a joined-up way that relates to other responsibilities including traffic management, strategic planning and economic development. This needs to take account of how car use is changing in town

and cities, for example, and how housing growth might be better planned to connect conveniently to town centres.

Reducing congestion

Town and city centre streets have evolved over centuries and traffic and congestion act as a barrier in accessing and enjoying them. Councils have a leading responsibility in alleviating this and there are examples from across the country of the steps that innovative councils are taking to reduce congestion and its impacts. The recent LGA report on tackling congestion in towns and cities⁸ provides case studies including the introduction of a workplace parking levy by Nottingham City Council, mobility as a service in the West Midlands and Oxfordshire's use of big data to help people tailor their route to avoid congestion.

Getting between the parking lines

All too often parking providers, town centre managers, business groups and other stakeholders divide in to opposing camps when it comes to parking. It is vital to get between these parking ‘battle’ lines from an early stage get agreement on a more integrated way of working. This will alleviate the frequent criticism received by councillors and parking managers.

Taking a customer-led approach

It is important to take a customer-led approach to parking and to understand the different needs of visitors, workers, local residents and pop-and-shop casual users. Parking provision and policy should be considered in terms of the way its quality, quantity, cost and convenience affects people’s access to town centre shops and services. New technology offers opportunities to provide seamless parking as part of improved journeys in to town by helping locate available spaces, providing cashless payment and flexible durations of stay.

Creating a positive agenda

The British Parking Association is supporting the ‘Positive Parking Agenda’⁹ as a programme inspired by its local authority members which aims to change the way parking is perceived nationally including “improving access to services and the economic vitality and vibrancy of town centres and high streets”.

Case studies

Oxfordshire County Council has developed a satnav app that provides a free, two-way data exchange to share real-time traffic updates between drivers and help reduce congestion.

North Kesteven District Council has prepared an integrated parking strategy for Sleaford that links quality, quantity and cost of provision with an understanding of customer needs, town centre access, placemaking and growth.

Function: property and planning



Southampton's iconic West Quay created through public-private partnership.

The pivotal role of councils in shaping planning and development can underpin long term change when combined with the understanding of their hands-on responsibilities for town and city centre management.

Councils set out the vision and framework for the future development of an area through local plans, including policies on new retail parks and housing developments. They also determine detailed decisions on planning applications and change of use. For town centres to prosper, it is vital that such decisions are made with town centre impacts in mind and for planning to be proactive in underpinning revitalisation.

Planning proactively

Achievable steps for proactive planning are part of recommendations from a Government-backed property industry task force¹⁰ aimed at giving a new purpose to town and city centres:

- long-term masterplanning to rebalance the role of town and city centres
- new retail capacity models based on evolving shopping patterns
- new ways to overcome fragmented property ownership in town and city centres.

Such a proactive approach is echoed in the new LGA report 'Planning positively through partnership'¹¹ which emphasises the importance of involvement of key stakeholders in local plans, site assembly and community engagement.

Unlocking property investment

Town Centre Investment Management and Zones are new concepts offering a leading role for councils in land assembly and unlocking property investment.

The concept seeks to mirror the investment, collective ownership and asset management provided by shopping centres. As a report¹² published by the British Property Federation advocates, strong leadership through masterplanning will be key and councils can also choose to be local investors.

Influencing the business mix

At a detailed level, councils have some powers to determine the mix of town and city centre businesses to ensure sustainability, promote public health and ensure that the whole community is suitably served. Recently the LGA has been working with member councils to strengthen and make better use of these powers.

The 'Tipping the scale'¹³ report features case studies where the planning system has sought to introduce restrictions on the proliferation of fast food takeaways. The LGA's councillor handbook on gambling regulation¹⁴ summarises councils' responsibilities and highlights recent changes introduced by the Gambling Commission, including the requirement for gambling operators to carry out local risk assessments.

Case studies

Southampton City Councils' city centre masterplan is helping to achieve integrated, large-scale development including significant amounts of good-quality housing and transforming a brown-field site into an iconic, new leisure-led development.

Gateshead Council has used a Supplementary Planning Document on hot food takeaways to avoid clustering of such A5 uses detrimental to the vitality and viability of a local centre.

Function: streetscape and public realm



The Turner Contemporary is part of **Margate's** town-wide cultural and heritage-led revival.

Councils have the leading role in creating well-designed places that are prosperous and welcoming and benefit both businesses and residents.

To make better use of the streetscape and public realm of town and city centres it is important for councils to use their knowledge of the design principles, procedures, processes and partnerships required for successful placemaking.

Placemaking principles and procedures

Councils have an important role in placemaking but it is sometimes worth a reminder of the principles and processes of what is involved – it is the shaping of public spaces and buildings through community-based participation, planning, design, delivery and management.

Although a little dated, the universal design principles for placemaking as set-out in a 'Councillor's guide to urban design'¹⁵ are still useful. The guide also outlines the tools available to planning authorities to deliver high quality urban design including urban design frameworks that link higher level design principles and more detailed development briefs.

Adding value

There is evidence from reports such as 'Paved with gold' by CABI¹⁶ that better streets result in higher market prices. Similarly, according to Historic England in its report on the changing face of the high street^{xiii}, at a time when people are increasingly looking for a leisure experience rather than simply a range of shops to visit, investing in the public realm and streetscape can be used to give town centres a potentially competitive advantage.

Managing processes and partnerships

In the recent joint LGA and Chief Cultural and Leisure Officers Association publication on the role of culture in placemaking, there is a strong emphasis on the processes and partnership working required for effective delivery. The report showcases a range of different approaches to placemaking¹⁷ that all share common 'success factors', including effective community engagement, strong partnerships, local champions and demonstrating success to unlock further funding opportunities. The publication concludes that councils are uniquely placed to facilitate and drive placemaking by drawing on the collective knowledge of staff and partners.

Creating healthy high streets

The community and cultural benefits of effective placemaking can be wide-ranging as evidenced by the recent Public Health England review¹⁸ of the causal relationships between well-designed town centres and the health of local users. The report defines the characteristics of safe communal spaces that create healthier, safer and more cohesive communities. Its recommendations include closer working between council and public health professionals in ensuring that urban design is inclusive for all in promoting health and facilitating walkability.

Case studies

Thanet District Council's Margate Old Town Heritage Initiative has helped to transform previously neglected buildings into attractive, desirable properties and improve the public realm as part of a wider action plan to promote investment.

Kingston Council has revitalised the town centre through projects celebrating its ancient market heritage including contemporary architecture and public realm that has created a beautiful space and has boosted market trading so that it generates an estimated £6 million annually for the local economy.

Function: business support



Rotherham's Makers Emporium where over 100 makers, artists and crafters have had chance to test-trade and grow their businesses.

Councils that are in tune with local customer demands can play a vital role in kick-starting a renewal of business performance and revival in collective town centre performance.

By developing council-wide strategy that follows an evidence-based understanding of changing customer habits and demands, councils can support town centre businesses in adapting and creating new opportunities.

Evolving retail role

Shops and shopping will continue to evolve and play an important role in town and city centres aided by local strategy that adapts to national changes and local circumstances. According to the British Retail Consortium¹⁹ retailers can respond in-part with training and investment in technology that will create better paid jobs, although there may be fewer of them.

As well as brokering national schemes such as the Apprenticeship Levy, councils can have a key role in determining the retail role and growth of neighbouring centres, working with partners in place branding and marketing plus supporting independent shops through digital skills and infrastructure.

Focusing on food

According to a report on eating out²⁰ one of the key factors driving the better performance of high streets relative to shopping centres since 2014, is that their offer has widened, particularly in the food and beverage sector. The report highlights that there is a large customer base who are not in town during the day. It points to the fact that footfall post 5pm has risen 0.7 per cent up to 8pm and by 1.4 per cent post 8pm.

This trend is evidenced by recent monitoring of the food and drink sectors showing that nationally there are 16.7 per cent more restaurants than in 2012 and that high streets are leading the way.

Local networking

Councils can help businesses to help themselves by surveying their needs, supporting local networks, working with chambers of trade and helping to establish new business improvement districts (BIDs). Such a coming together can enable mentoring in skills such as visual merchandising, achieve savings through group purchasing, enable joint marketing and create new town centre events.

Working with BIDs

Business improvement districts are a model for local delivery of town centre revitalisation that has grown rapidly in recent years. A BID is a business-led organisation set up to improve an area with funding from a levy on local businesses. Whilst BIDs bring extra resources, they should be considered as important allies to local authority-led regeneration alongside councils' statutory roles such as planning and their wider community remits.

Case studies

Rotherham Council's business vitality grants have helped twelve new independent retailers open in the town centre and over 100 makers, artists and crafters have been supported to test-trade and grow their business at the Makers Emporium on the revamped High Street.

Canterbury Council and the City's BIDs have worked together in supporting Canterbury in becoming one of 70 towns and cities who have been awarded the Association of Town and City Management's Purple Flag accreditation in recognition of work to support a high quality evening and night time economy.

Function: place branding and marketing



Footfall in **Wakefield** has been boosted by new tourism attractions and events.

For town and city centres to distinguish themselves from the functionality of retail parks or shopping online, it is important to collaborate with communities and emphasise their cultural character and create a collective place brand.

In essence, a place brand should be a shared understanding and expression of place to enable a full range of consistent and coherent communications activities to support your place marketing objectives. Events will also be a critical element of engaging the local community and attracting new visitors.

Place marketing

A place marketing strategy needs to have clear aims and objectives, use a range of channels, breadth of and insight and have clear methods of evaluation. It is also vital to make sure that place marketing is captured in a simple, straightforward and engaging story that residents, partners, businesses and stakeholders can understand and rings true. Advice on how to develop an authentic place

story is available as part of guidance on place branding on the LGA's online Comms Hub.²¹

Identifying the brand

Recent work by the LGA underlined that effective and sustainable place marketing must be authentic and show an understanding of distinctiveness, which is reflected in the marketing collateral and is supported by online resources. A report written for Historic England²² provides an authoritative understanding of heritage-focused place branding. The report proposes good practice including developing a shared online resource and creating flexible place branding and marketing materials for different local stakeholders to use.

Promoting the visitor economy

A recent LGA report²³ recounts how the visitor economy can help councils to showcase the unique identity and heritage of places

by contributing distinctive branding to area-wide destination management and marketing. Councils play a vital strategic leadership role in achieving this through engagement between local tourism forums and Destination Management Organisations. In return, town-based tourism can help underpin the viability of the £2.6 billion that councils invest annually on supporting culture, heritage, sport, business and major events.

Managing multi-purpose places

The Institute of Place Management's high street UK2020 study²⁴ identified 25 priorities for local action for places wanting to increase footfall and ranked cultural and community factors such as entertainment and leisure, multi-functionality, recreational space, attractiveness and place marketing, alongside issues such as the retail/services mix and accessibility.

Driving growth

In its report on driving growth through the arts,²⁵ the LGA provides a reference point for the ways that councils can lead local growth through investment in arts and culture including town and city centres. Such investments help boost local economies by attracting visitors, creating jobs, boosting businesses, revitalising places, and developing talent. Cultural anchors such as libraries, theatres or museums can play a key role in hosting events, attracting additional footfall, underpinning regeneration and boosting the evening economy.

Organising festivals and events

Town centre festivals and events including specialist markets can celebrate local culture and provide benefits for the local community and economy. According to the LGA's new report on Christmas markets,²⁶ evidence of wider benefits include additional

purchases and raising the profile of places by attracting new visitors. The report also highlights that customers expect authenticity in events and often more could be done to systematically measure impacts. The joint LGA and Chief Cultural and Leisure Officers Association publication on the role of culture in placemaking²⁷ puts a strong emphasis on the community benefits. By creating vibrant events and experiences in town centre locations, areas can boost wellbeing, improve mental health and tackle isolation.

Creating partnerships

In the report on improving places²⁸ by the Arts Council and Mayor of London (2017) there are examples of how BIDs, cultural organisations and local authorities can work together to help town centres thrive. The research highlights the success of such partnerships and creative programming in boosting the economy, bringing people together, promoting tourism and civic pride, and revitalising neighbourhoods. The report's conclusions identified a pivotal role for local authorities including brokering contacts between organisations and promoting best practice in managing the night time economy.

Case studies

Wakefield Council has invested significantly in developing tourism in the district by supporting major cultural attractions such as The Hepworth Wakefield and developing its own tourism attractions, events and festivals.

Derbyshire County Council is working with Marketing Peak District & Derbyshire and partner authorities to develop the county's visitor economy by boosting the capacity, quality and identity of individual towns as part of wider destination management and place branding.

Function: digital technology and data



The **Gloucester**-based UK Digital Retail Innovation Centre will test, develop and share applications of innovative town and city centre technology.

Rather than seeing changing shopping habits as a threat, it is important to be forward-thinking in how digital opportunities can help town centres develop.

Whilst global shopping habits have changed with the internet, leading to concerns about the changing role of our town centres, there are also tremendous opportunities to use digital technologies to improve how people enjoy and experience what town and city centres have to offer.

By embracing digital in planning and providing for its uptake, councils can help boost the way local town centres are promoted, accessed, used, organised and understood. It is an essential part of giving places a commercial advantage and should be a building block of wider tourism promotion too.

Taking retail online

The Government-backed digital high street 2020 report²⁹ made four principal recommendations that it considered as critical to the revitalising town centres in a digitally dominated world and where councils can assist through local leadership including: enabling sufficient access through infrastructure; improving basic digital skills; sharing knowledge and innovative practices between authorities; and a High Street digital health index to monitor impact. The report has a strong focus on helping independent retailers to upskill in their digital capabilities.

Extending the digital impact

Restaurants, cafes, pubs, cinemas and other important non-retail services need to similarly be able to maximise opportunities offered by digital technology to understand and target customers better. A town's digital strategy can link an understanding of underperforming sectors with an understanding of identity, branding and place marketing as well as wider pooling and sharing of data. The local leadership of a place-based digital strategy should also consider the role of digital as part of local stakeholder engagement.

Valuing data

The ethical use of digital data from sources including travel movements, parking, mobile phone activity, social media interaction and Wi-Fi usage provide cost-effective and informative insights about the changing use of town centres. Local authorities may have access to a wide range of data and be trusted users of such aggregated information. Procedures for the collection and use of digital data should be included within town centre action plans as a way of increasing understanding, targeting marketing and monitoring change.

Case studies

Gloucester City Council and Gfirst Local Enterprise Partnership have commissioned Marketing Gloucester to test and develop town-wide future city technologies including opening the UK:DRIC – a new national centre for digital retail innovation within a city shopping centre.

Leeds City Council has worked with the city's BID to offer a free digital service providing real-time key city intelligence to businesses (footfall, parking etc.) and a communications hub for information sharing.

Form: governance and influence



Public and private partners in **Blackburn** celebrate gaining national recognition for their joint work to improve town centre performance and challenging perceptions.

Turning around a town or city centre is a complex and long-term venture. Experience shows that it requires resources and leadership and should not be left to chance.

Many local authorities have used their leadership role to enable and provide long term support for town centre revitalisation, including through capacity building, start-up funding and creating authority-wide links. Councils should carefully consider their roles in supporting and sustaining viable partnerships from the outset, or otherwise they risk being set up to fail.

Form following function

The form of an organisation refers to its setup, structure, governance, partnerships and legal status. The form of a partnership should follow its function. Key determinants of organisational form for how councils support town centres will therefore include: the balance sought between being a consultative partner or a delivery body; available financial support and the need for independent fund raising; and ensuring that council policy supports reaching out, engaging with and empowering sectors of the community rather than being overly prescriptive.

Evolving organisations

There are many variations of the organisational models available for leading town centre revitalisation and how councils can support these. Councils need to consider the type of partnership that they will have confidence in to best offer joint working and added value without later leading to strained relationships. The appropriate organisational form is also likely to evolve over time and two organisations can work side-by-side with clearly defined roles.

Different options for organisational form include: council-led partnerships which coordinate activity and often inform policy; business-led town teams which can be very “can-do” and have a marketing focus; neighbourhood planning groups which can help shape future growth and impact on town centre; development trusts which are very adept in managing community property; and BIDs which combine financial independence and business leadership.

Reinventing public-private partnerships

New advice on unlocking growth through partnership from the LGA and British Property Federation³⁰ proposes innovative means of driving forward local growth by encouraging local authorities to foster stronger public-private sector partnerships. This can be achieved by: ensuring a convincing and realistic vision; using land assembly tools; developing commercial mind-sets and being committed to improving infrastructure.

Case studies

Blackburn with Darwen Borough Council has worked with the town’s Business Improvement District to improve public spaces, reduce anti-social behavior and run events marketing and social media campaigns that are changing town centre performance and challenging perceptions.

Pembrokeshire County Council has successfully used the F-Factors model to review its relationship, future governance, influence, impacts and ongoing support needs for its county-wide, town centre revitalisation programme.

Folk:

community engagement and coordination

It is essential to involve and engage with communities to spread the workload, improve perceptions about a town centre and promote its increased use.

Communicating and coordinating

Effective communication and coordination across partnerships is key. This extends beyond local authorities from the transparent recording and sharing of decision-making with partners; engaging with media, staff and stakeholder groups; and keeping the wider community informed and aware of ways to get involved.

This can be best achieved by developing town centre communication plans that outline the audiences, channels to use and responsibilities of councils amongst partners. Increasingly, digital engagement techniques such as e-bulletins and social media provide new opportunities for reaching different stakeholders including 'hard-to-reach' groups like young people.

Engaging stakeholders

Stakeholder engagement techniques offer the opportunity to broaden the impacts of council involvement. A council should develop its approach to stakeholder engagement with a clear focus on 'why', 'who' and 'how'. The LGA's recently published councillor's workbook on neighbourhood and community engagement,³¹ provides helpful guidance on the role of members in achieving this and its guide to engagement³² provides comprehensive advice for councils looking to engage with residents.

Transferring assets

The joint LGA and Locality guide on empowering communities by making the most of local assets,³³ offers councils guidance on enabling the improved use of under-used public buildings by transferring their ownership. Such community asset ownership harnesses the creativity and commitment of local residents and creates sustainable enterprises that provide local services and contribute to the economic and social wellbeing of town centres.

Folk: roles and capacity

Maximising the impact of town centre revitalisation will involve a council working with partners in ways that both add value and overcome the complexities involved.

Clarifying roles and responsibilities

It is important to be very clear about the respective roles and responsibilities of partner organisations and individuals including ongoing involvement from council staff across departments.

Broadly the roles required include:

- Leadership and coordination: facilitation; secretariat, reporting and coordination; strategic connections and influence; financial management; fundraising; communications and marketing including digital; and community engagement.
- Project development and delivery: suitable delivery experience; necessary technical expertise; project management skills; suitable development and delivery experience; and maintenance support identified.
- Support from third parties: local authority; private sector; peer-to-peer and parallel projects; learning networks; landowners; strategic authorities; funders.

Assessing skills and capacity

It is important for a partnership to actively consider and review if it has the right blend of skills and experience to match its function and address local needs. This should be done with an understanding of the limits on the levels of council support, individuals' time constraints as volunteers and budgetary pressures. The required skills and knowledge will also vary as the partnership evolves and different projects progress.

Funding: finances and investment

Funding and financial management oils the wheels of local revitalisation and needs to be considered in a number of ways by councils both directly and in how they support partnership development.

Committing councils

To boost activity and provide stability to partnerships, as key partners it is helpful if councils can be clear about their long-term commitment in cash and other in-kind support. This will help underpin other fund raising.

Operating organisations

It is important to be clear about the costs necessary to run effective partnerships and secure such revenue costs to avoid unnecessary distraction from delivery.

Delivering projects

Effective financial planning including fund raising, budgeting, project management, capital costs, income generation and maintenance need to be provided for to ensure successful project delivery and local impact.

Sustaining investments

Ensuring sustained benefits from projects and investments requires a sophisticated understanding of how town centres work as businesses and the 'connected value' for example between parking provision, better public spaces, increased footfall from events, land assembly for development and a diversified business mix. Councils have an important role in sustaining such investment through their strategic planning remit, provision of improved services and as property owners.

Forward planning: strategy and plans

For a partnership to evolve in its effectiveness, it is important to plan for constant progress through regular review and writing things down.

This can be achieved by annually reviewing the checklist and updating a 'Forward Framework' comprising an overarching strategy and two component plans:

Business planning

An organisational business plan covering the foundations, form, folk and organisational finances will determine whether there is an effective and sustainable partnership able to deliver improvements. This organisational plan should define the interrelationship and respective roles of partners such as the local authority, town council, business partners, Chamber of Commerce or a BID.

Action planning

A town or city centre action plan is necessary to determine and define objectives, projects, responsibilities, budgets, timescales, outcomes and impact measures as the building blocks of the coordinated delivery of improvements on the ground. The annual review of such an action plan should begin and end with a review of available evidence and the monitoring of impacts and changes.

Resources for local government (end notes)

- 1 Retail and leisure report summary
<http://info.localdatacompany.com/retail-leisure-report-summary-h1-2017-download>
- 2 Retail 2020 report
<https://brc.org.uk/media/57612/retail-2020-report-1.pdf>
- 3 Eating out opportunity
www.spring-board.info/review-download/Retail-Destinations-The-Eating-Out-Opportunity
- 4 The changing face of the high street
https://content.historicengland.org.uk/images-books/publications/changing-face-high-street-decline-revival/773_130604_final_retail_and_town_centre.pdf/
- 5 The digital high street 2020,
http://thegreatbritishhighstreet.co.uk/pdf/Digital_High_Street_Report/The-Digital-High-Street-Report-2020.pdf?2
- 6 Traveller needs study
<https://ts.catapult.org.uk/wp-content/uploads/2016/04/Traveller-Needs-Study-1.pdf>
- 7 F-Factors checklist for revitalising town centres
<http://people-places.co.uk/our-specialities/>
- 8 A country in a jam: tackling congestion in our towns and cities,
www.local.gov.uk/tackling-congestion
- 9 Positive parking agenda
www.britishparking.co.uk/Positive-Parking-Agenda
- 10 Beyond retail: redefining the shape and purpose of town centres,
<http://thegreatbritishhighstreet.co.uk/pdf/Beyond-Retail.pdf?2>
- 11 Planning positively through partnership
www.local.gov.uk/planning-positively
- 12 Town Centre Investment Zones; getting investment back into the high street
www.bpf.org.uk/sites/default/files/resources/TCIM-summary-paper.pdf
- 13 Tipping the scales; case studies on the use of planning powers to limit hot food takeaway
www.local.gov.uk/tipping-scales-case-studies-use-planning-powers-limit-hot-food-takeaway
- 14 Gambling regulation: councillor handbook
www.local.gov.uk/gambling-regulation-councillor-handbook-england-and-wales
- 15 A councillor's guide to urban design
<https://www.designcouncil.org.uk/sites/default/files/asset/document/councillors-guide-to-urban-design.pdf>
- 16 Paved with gold
www.designcouncil.org.uk/resources/report/paved-gold-real-value-street-design
- 17 People, culture, place; the role of culture in placemaking
www.local.gov.uk/people-culture-place-role-culture-placemaking
- 18 Healthy high streets; good place-making in an urban setting
www.gov.uk/government/publications/healthy-high-streets-good-place-making-in-an-urban-setting
- 19 Retail 2020 report, British Retail Consortium, 2014.
<https://brc.org.uk/media/57612/retail-2020-report-1.pdf>
- 20 Market growth monitor
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THE GRIMSEY REVIEW 2



“It’s time to reshape our town centres”

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All of the authors have given their time freely to produce this document

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METHODOLOGY AND SCOPE

This review is fact-based and evidence is fully referenced, together with a number of interesting case studies. Examples of good practice have been sourced from industry leaders, trade bodies, local authorities and extensive social media engagement. The response has been overwhelming. We have tried to cover all aspects of commercial and social activity impacting on town communities and not just focused on shops. We have identified what has changed in five years and reached conclusions based on where we are today and what might happen in future, driven primarily by technology and innovation.

Cover The illustration on the front cover was commissioned during a visit to Stockton-on-Tees from Julia Powell, founder of incubator company Just Believe, located in the Fountain Shopping Mall, home of the local authority-sponsored Enterprise Arcade

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Foreword

The Grimsey Review, an alternative Future for the High Street, was first published in 2013 and we were clear that we wanted it to be a living, breathing document that would inspire change. Not an academic review gathering dust.

What's been encouraging is that, despite our high streets continuing to face enormous challenges and requiring seismic change to help them adjust to 21st century demands, there were many places where our rallying call was answered. The most successful example was in how it captured the imagination of the mayor of a medium-sized town called Roeselare in West Flanders, Belgium. Our review was used as a blueprint to start on a journey to transform the place – and today Roeselare is reaping the benefits from the plans put in place by Kris Declercq, the town's visionary mayor. We also found an example of a proactive council in Stockton-on-Tees led by a visionary chief executive, Neil Schneider.

There are still far too many places, however, where that journey has yet to begin.

I had this in mind just before Christmas 2017 when the BBC invited me to comment on the health of the UK's High Streets five years on from the Portas and Grimsey high street reviews. When I came off air I thought it would be a good idea to revisit the first review in order to see what has changed since then, what has worked, what hasn't worked, where we are today and what we should do now to improve our high streets and town centres. I contacted many of the original co-authors, added a couple of other experts to the team and early in January 2018 we embarked upon a journey to produce *The Grimsey Review 2*.

The Tipping Point

We did not predict that our timing would coincide with a period when so many high-profile retailers would fall into administration or undertake financial restructuring through Company Voluntary Arrangements (CVAs). Household names are rapidly disappearing and barely a week passes when another major chain has not announced it will Page 47
downsize, shutting hundreds of stores and putting thousands of jobs at risk.

These are casualties from a sector that as a whole contributed £194 billion to UK economic output (11% of the

total), measured by Gross Value Added. In 2016, the sector employed 4.9 million people (20.5% of the UK total) and consisted of 374,000 businesses (15.5% of the UK total). These figures are significantly higher than their equivalents at the time of our last review suggesting that things had improved until the first quarter of 2018.

The dramatic structural changes to the retail industry that have occurred over the last five years, brought about by the convergence of changing consumer behaviour driven by technology, an archaic business rates system and the prevailing economic conditions were very much predicted in our first review. Other new and unforeseen factors like Brexit have exacerbated problems with a weaker pound and the subsequent pressure on retail prices.

The number of and type of shops being occupied in our towns has continued to change and at a quicker rate. The fundamental structure of Britain's town centres has changed from goods transaction to one of consumption of food and experiential services including health and beauty.

The Technology Revolution

It is now obvious that we are at the beginning of enormous social and economic change. The Fourth Industrial Revolution will be the most disruptive period any of us has ever known, as we continue to witness a blurring of the real world with the technological world.

As home to the original Industrial Revolution, it took policy makers in the UK the best part of a century to respond to the major skills challenge and introduce universal education. We cannot afford to make the same mistakes and fail to prepare our communities for a major technological challenge.

The technology revolution that's upon us right now is going to continue to seriously affect our high streets and town centres. If we don't act now, current models will no longer have any real purpose and be consigned to the dustbin of history.

But if we recognise what technological disruption means to existing models and recalibrate our high streets and town centres so they are resilient to change then there are very good grounds for optimism.

Homo-Sapiens Social Animals

By becoming gathering points for whole communities, which also offer a great experience facilitated by technology and incorporating health, entertainment, education, leisure, business/office space and shops at the heart of a thriving community hub, every high street and town centre can have a positive future.

This observation was centre stage in our first review and our research has shown we have to go further, faster and double down on a commitment to embed this change. It is a pity we have lost valuable time to develop a scalable methodology to manage this transition. But with the right political will and determination there is still time to give communities a chance to thrive.

Without this political will, which needs to manifest itself in the form of a new, powerful form of localism where the promise of a fundamental shift of power away from Westminster is finally realised, we are leaving a vacuum that will most likely be filled by big tech companies.

The irony should not be lost that the very tools of mass communication the tech companies helped create has contributed greatly to the atomisation of society, which has seen social isolation reach epidemic levels, especially amongst the younger generation.

Yet right now companies like Apple are looking to rename their shops as "Town Squares" where people go for a great experience and to interact with other people. We can and must do the same thing with our high streets and town centres. If Apple gets it, why can't we?

The wholesale change needed to revitalise our town centres and give them a fighting chance of survival will only come, however, when there is an acceptance that the old order of things is crumbling before our eyes. We still rely on old models that are not fit for the 21st century and this is holding back change. For example, in the north-west 5.7% of all stores have been vacant for more than three years – this is redundant stock and needs repurposing.

The tipping point can be hard to reach but we need a greater determination to question the way we do things and embrace the whole community. For example, Business Improvement Districts (BIDS) are by definition set up to improve businesses not necessarily communities. In

Scotland they have started testing Community Improvement Districts (CIDs), which by definition embrace all stakeholders in the area. This is a good first step.

Political Will

You will see from the extent of our research that we have tried to produce a comprehensive evidence-based review. We have not allowed too much, if any, room for opinion to creep into our findings. It has led to some extremely heated debates at times and kept some radical ideas from finding their way into this review. We see this as a good thing since it prevents improbable or perhaps impractical recommendations overshadowing the important tasks that desperately need tackling.

At the outset we identified that our primary target audiences would be central and local government while recognising that our work will be relevant to property developers, regeneration professionals, trade associations, retailers, landlords, investors, think tanks/pressure groups and anyone concerned about place-making and communities.

In our first review we acknowledged: *"One thing is certain. The high street and town centre landscape has irrevocably changed and there is no point clinging on to a sentimental vision of the past. We have to start planning for a bold new world."* What we have seen during our research this time is that some very good initiatives have been put in place up and down the country over the last five years. These need to be celebrated.

Nevertheless, there is a lack of an independent evidence-based organisation in England and Wales to help towns recognise, react to and realise the opportunity that the current changes bring. There is a fundamental need for a scalable common methodology that will produce unique and different plans to give every high street and town centre the best possible chance to flourish. This time around we will push even harder to make this happen.

KEY FINDINGS

Four specific key findings were established that have been used to shape a series of 25 recommendations

- 1 There is a need for all towns to develop plans that are business-like and focused on transforming the place into a complete community hub incorporating health, housing, arts, education, entertainment, leisure, business/office space, as well as some shops, while developing a unique selling proposition (USP).
- 2 The key to success is outstanding, talented and committed **leadership**. Whether this is elected mayors with the mandate and authority to get on with the job, or local government bringing all stakeholders, including the community to develop and implement a plan for the location, strong leadership and vision are essential.
- 3 The curating of a place based on its distinct heritage is multi-dimensional and complex but should feature strongly when developing the “offer”: Why would people want to live, work, play, visit and invest in the “place”? What does it stand for?
- 4 Where we see genuine high street innovation, best practice is often not shared and far too many agencies remain in silos. There is a need for Economically Rational Areas to be established that can draw on the examples of Scotland and Wales to get things done. An independent body (not a membership organisation) is needed to support, question and signpost for local authorities and act as a driver for stakeholder support.

BARRIERS TO PROGRESS

Before examining the recommendations, it is important to note areas that act as major barriers to progress. We have avoided recommending solutions to these but would recommend that central government carry out serious independent reviews of these issues to find a better way forward.

- 1 Business Rates have grown into a massive tax collection vehicle for government (circa £29bn annually of which retail represents almost one third – £8bn). This colossus has grown and grown, it does not reflect the additional costs to provide services to those businesses any more. It is a complex property and services tax that has spawned an entire industry of lawyers, advisors, appeal courts and other specialists. The Valuation Office Agency (VOA) has also grown accordingly, without the data structure or technology to service the increasing demands placed upon it. There is now a very strong case for replacing it with an alternative tax and this should be seriously considered.
- 2 The complex layers of local government are confusing and overly bureaucratic; parish, town, district and county councils, each with different remits and different ownership of public realm, frequently throw up red tape that often prevents progress. Can it be simplified to empower local communities so that they can manage their own “place” more effectively?
- 3 Financing change has become a major issue as many local authorities are becoming increasingly “entrepreneurial” with local community assets to plug budget gaps and survive let alone finance investment in a regeneration plan. What is the best way to do this?

Recommendations

Create a more supportive environment

- 1 Establish** an empowered organisation or Town Centre Commission under strong, established leadership through the local authority for each town centre, with a defined remit to build a 20-year vision/strategy for their unique place. Ensure that this vision is underpinned by a comprehensive business/place plan.
- 2 Create a national** independent organisation, similar to Scotland's Towns Partnership, to capture and share best practice from towns online for Town Centre Commissions to access. This could be hosted by the Local Government Association (LGA) but would need central government endorsement. Work such as this review, the recent LGA *Revitalising Town Centres* handbook, academic research, investment models and case studies could all be accessed, as well as information and advice on how to build an evidence base and how to write a town plan supported by a network of experts that the organisation co-ordinates.
- 3 Accept** that there is already too much retail space in the UK and that bricks and mortar retailing can no longer be the anchor for thriving high streets and town centres. They need to be repopulated and re-fashioned as community hubs, including housing, health and leisure, entertainment, education, arts, business/office space and some shops.
- 4 Embed libraries and public spaces** at the heart of each community as digital and health hubs that embrace smart technology.
- 5 Establish common** key performance indicators to measure the economic and public health of each town. Link the reporting through a data dashboard to provide independent, objective and current data on performance. Data gathered by the town needs to be delivered in Open Format (Open Data) so it can be shared.

- 6 Set up a National Urban Data** knowledge portal to support the implementation of data platforms for high streets and town centres. A shared dashboard (cloud-based) with a town Data Portal-as-a-Service should be piloted.
- 7 Local authorities** should establish events teams to manage a comprehensive programme of activities that complement the Town Centre Commission Plan by driving footfall to local high streets.

Government and planning

- 8 Accept that there is no confidence**, in business rates, it is accelerating shop closures in many towns and is an outdated and unfair tax that needs a major overhaul. An immediate independent review should look to replace it with either a land/area/property value or sales tax.
- 9 Give local authorities powers** to introduce penalties and incentives for landlords of commercial properties that are left empty for more than 6-12 months. Review the existing property use class system to increase flexibility and look to establish a change of use to make the asset productive.
- 10 Introduce clear high street** assets ownership accountability by establishing a landlord register for each town to be able to trace the owner of every single property and engage them in the health and wellbeing of the place.
- 11 Enable the change of use process** through new legislation to be used to convert entire sub-high streets to residential or other uses within the agreed town plan and relocate successful independent businesses to the main commercial centre.

- 12 Connect planning applications**, and in particular new developments, to the business plan for each town and ensure that developments fit within the criteria set by the Town Centre Commission Plan.
- 13 Give local authorities ultimate power** in granting planning permission in line with the Town Centre Commission Plan. Remove the appeal and authority of the Planning Inspectorate to override decisions.
- 14 Give local authorities powers** to introduce incentives and penalties to prevent the process of "land banking" for future speculative developments.
- 15 Local authorities should appoint high quality design teams** to create and enhance spaces for civic and social use. Design should celebrate the historic character and local identity with high quality streets and public realm.
- 16 Create a flexible planning framework** to unlock the potential of areas by encouraging SMEs and making it easy to pilot new business concepts at low risk. The Fountain Arcade in Stockton-on-Tees offers a great example where the local authority is providing conditions to incubate new businesses at low risk.
- 17 Review Compulsory Purchase Order (CPO)** provision and make it more straight forward for Local Authorities to enforce a CPO in order to benefit the Town Centre Commission Plan.
- 18 Review and amend the planning use** class system legislation to enable greater flexibility of building use and also to distinguish between the specific use of logistics warehousing used for direct retail sales.
- 19 Create a nominal maximum charge** (£1) for the first two hours of parking in town centres, while introducing 30 minutes free parking in high streets with no paid extension option.

- 20 Review and evaluate** future use and relevance of out of town shopping parks, prepare a plan to bring unwanted space back into use to benefit the community in line with the Town Centre Commission Plan, while applying a Town Centre First policy and calling for no further out of town development.
- 21 Local section 106** income or any planning gains should be used to support the delivery of the Town Centre Commission Plan.
- 22 Establish a review** of the Business Improvement Districts (BIDs) process, which have relevance in big urban conurbations but needs more scrutiny in smaller towns. Consider replacing them with Community Improvement Districts (CIDs) embracing all the stakeholders, occupiers, owners and service providers in an area including the local authority.

Smarter use of technology

- 23 BT and Virgin Media**, the major beneficiaries of SuperConnected Cities £150m funding between 2014 and 2016, need to offer a Town Digital Package to ensure ongoing digital transformation to the top 13 cities and all 1,048 UK high streets in smaller towns.
- 24 Install LED lights in street lamps** to improve the quality of light on the street, while minimising costs. The lamps will also provide improved security as they can include CCTV cameras and integration with police systems for fast response.
- 25 Provide free public wifi** and well-connected workplaces that support flexible working patterns and attract freelancers to high streets and town centres.

Conclusion



For as long as I can remember our high streets have been synonymous with innovation. The UK was home to the world's first department store, we introduced the world's first high street cash point and we have an enviable history of developing phenomenally successful global retail brands.

From **Harding, Howell & Co** of the 18th century to Selfridges in the 20th century, the history of the UK high street is one of creativity, prestige and pioneering firsts. For centuries the British high street has been a world leader, but that position is now under serious threat, as we struggle to adapt to 21st century challenges.

That is not to say **British retailers** have lost their innovative spirit. The entrepreneurial dynamism that drives our sector continues to burn brightly. But retailers are no longer operating in an environment which supports and nurtures innovation. The opposite is now true: the UK high street has become an enemy to innovation.

Tender green shoots of innovation are frequently strangled at birth. Saddled with the highest property taxes in the developed world through business rates, firms are given no room to grow. It's little wonder that this is the one thing that unites everyone across the business spectrum, from sole traders and startups to supermarket giants and major retail chains. It's a tax that's universally hated because it's unfair, archaic and out of control.

Small businesses have struggled most recently with the weight of increases from a business rates system that should be questioned. Rosa Ashby, a florist in Witney, has witnessed many of her fellow independents go bust and she has recently been hit with a rise in rates of over 40%. She is struggling to survive despite persistently lobbying her MP for help. She is one of thousands up and down the country being hammered by this tax.

For years government has ignored common sense cries to bring this behemoth under control and so deeply entrenched is the injustice of this tax that it's spawned an entire industry of lawyers, advisors, appeal courts and other specialists. This army is bleeding the high street dry, feasting on people's livelihoods like vultures on carrion.

Everyone from the humble shopkeeper to the Governor of the Bank of England now recognises the unfairness of this tax and it has permanently damaged our high street. It's not only sent countless businesses to the wall but ultimately ensured we've lost sight of what our high street is about.

For Treasury bureaucrats it seems like our high street only represents a cash cow that can be squeezed ever more aggressively. That thinking also appears to be predominant in far too many local authorities. To the bean counters, the high street means one thing only – shops to tax. Yet our high street has always been first and foremost about community. The hustle and bustle, convivial hubbub and optimistic energy and creativity of high streets has always been about people coming together to share, succeed and have fun.

Commerce and community can coexist and thrive in a managed high street ecosystem. They rely on each other. But a perfect storm of disruptive technology changing consumer behaviour, over-development by national retailers and Treasury greed over-taxing small businesses has caused colossal damage to a fragile ecosystem.

Sadly, placemaking and community building have become anathema to those in central and local government who have a stranglehold over our high street. The secret behind centuries of success has been forgotten and we've gone from Agora to empty shops and deserted town centres. The economic squeeze on local authorities has led them to search for developments often using public realm to generate income.

While the rest of the world is trying to foster a supportive policy environment for high streets to thrive, we're letting the lifeblood of our communities drain away.

In Japan the Machinoeki movement is creating thousands of human stations. Complete with resting places and information points, they are bringing people together, reducing car dependency and making high streets more liveable by encouraging human interaction.

In Los Angeles one of the first things Mayor Eric Garcetti did when he took office in 2013 was launch a 'Great Streets' programme. Recognising streets are the city's largest public asset, he's delivered substantial investments, built partnerships with communities and provided mayoral grants to transform an underutilised asset into vibrant spaces that reflect the unique character of their communities.

Arguably, the great strength of this is the diversity of people he's bringing together for public design workshops. From volunteers, graphic designers and community organisers, to students, families and youngsters, everyone is having their say on reimagining LA neighbourhoods as intergenerational, safe spaces.

In Stockholm, where they have the highest number of startups per person in Europe, they continue to benefit from establishing a public body to deliver an enviable fibre-network that ensures all companies and 95% of households are connected.

"The philosophy behind it is that access to fibre is a strategic utility. We see it like other infrastructure, like water or bicycle roads," says Karin Wanngård, Stockholm's mayor.

And in Belgium, the Mayor of Roeselare has introduced many of the ideas from our first review in 2013 and created more green spaces, fined landlords who left shops empty, provided cheap rents for new businesses and developed a comprehensive high street plan.

All of these examples have one thing in common: strong local leadership working hard to create a balanced high street ecosystem with a unique identity. I'm afraid that the majority of mayors and civic leaders in the UK, with the exception of a few fine examples, have utterly failed to meet this challenge.

This is hardly surprising, as the UK's embrace of devolution is still in its early days and we are struggling to adjust from being one of the most centralised countries in the Western world.

But we have to adjust and adapt. Fast.

When we published our review in 2013, we warned that a crisis was unfolding on the high street and bold action was needed. Thousands of retail jobs have been lost since – and the response by politicians has been abject. Some 28,000 retail jobs have already gone this year alone and names like BHS, Austin Reed, Toys R Us, Staples, Banana Republic and Maplin have all disappeared in the past couple of years. A further 40,000 jobs are predicted to go by the end of the year.

It is no exaggeration to say that unless drastic action is taken, things are going to get worse. There has been too much timid tinkering in the margins by Westminster and local government. Politicians need to finally break free from dangerous doctrinaire thinking and ditch outdated articles of faith.

Professor Laura Vaughan from the Bartlett School of Architecture at UCL, argues: "Well-designed high streets can be seen as a public health asset. They can provide public space that is inclusive of people from all backgrounds and ages - and accessible to people of all levels of mobility; they can provide a centre for people to gather, to feel relaxed and to connect with others socially. They are therefore important both for physical and for mental wellbeing."

New thinking, fresh leadership and ambitious initiatives need to be embraced.

If we don't then communities will pay a heavy price and a key part of our national character will be lost. We will no longer be a nation of shopkeepers and Britain will be a lot poorer as a result.

Bill Grimsey

Bill Grimsey, July 2018

Financial Risk in the Retail Sector

Retail businesses are a vital component of the economy. The value of the UK's retail sector comes close to the total expenditure by government.

This section of our review begins with an overview of the financial and economic contribution of the sector and reflects on changes that have occurred over the last five years. We consider changes in the nature and composition of businesses operating in the high street and relevant changes in footfall, brought about by consumer spending patterns.

The huge significance of the retail sector is confirmed by research conducted for this review by Company Watch, which shows that 53,792 companies are currently registered at Companies House claiming to be in the retail trade. They employ assets totalling £187bn, borrow over £41bn and have a combined net worth of £63bn. The retail supply chain in the agricultural, manufacturing and wholesale industries consists of another 99,821 companies. Overall, the retail sector and its supply chain deploy assets of just over £1 trillion, borrow £206bn and have combined net worth of £507bn. This is almost the same as the UK government's total spending of £606bn in fiscal year 2017.

The overall contribution to the economy is illustrated by data included in the latest parliamentary briefing paper on the retail sector, which was published in March 2018. It shows that in 2017, the retail sector as a whole contributed £194 billion to UK economic output (11% of the total), measured by Gross Value Added. In 2016, the sector employed 4.9 million people (20.5% of the UK total) and consisted of 374,000 businesses (15.5% of the UK total).

These figures are significantly higher than when *The Grimsey Review* was published in 2013.

The five years since the review have been remarkable for the steady fall in numbers of formal insolvencies, not just in the retail sector but across the economy as a whole. Despite the damage caused to our financial sector by the global crisis and the impact of government austerity measures, it has proved remarkably difficult to go bust. Most pundits attribute this to the extended period of ultra-low interest rates and the cautious attitudes of secured lenders like the high street banks. With their collective image so tarnished following the credit crunch, banks seem no longer able as

freely as in the past to cull unviable borrowers, for fear of further reputational damage. Another factor relevant to retailers has undoubtedly been the gung-ho attitude of consumers, apparently willing to continue to rack up unsustainable levels of personal debt.

In the five years prior to our last review, there were 11,858 retail insolvencies. In the five years since, failures have dropped by over a third to just 7,640 (see Appendix 1). The number declined each year until 2017, when there was a small but significant increase of 8%. Anecdotal evidence suggests that 2018 may well show a further increase, as the steep rise in business rates for many retailers, with the recent fall in consumer confidence, bites into the top and bottom lines of retailers' earnings.

A further indication of rising insolvency trends comes from statistics for major retail failures compiled by the Centre for Retail Research [Appendix 2]. Its focus is not just on the number of major failures, but also their impact on stores and employees. Looking once more at the five-year period preceding our last review, the data shows that there were 202 major failures, affecting 19,693 stores and 184,324 employees. This period was dominated by the demise of Woolworths, which contributed significantly to these numbers. From 2013 to 2017, the number of major failures was broadly similar at 191, but only 7,421 stores and 82,655 employees have been affected. Even allowing for the impact of Woolworths, the implication is clear. Since the clear-out of outmoded high street giants following the global financial crisis, we are now seeing the culling of smaller national and regional brands.

Financial Pain for Retailers is intensifying

Here too, there is evidence that the financial pain for retailers is intensifying sharply in 2018 and that the latest crop of collapses is once more affecting larger chains. In just over five months there have been 25 major failures, compared to 44 for the whole of 2017. Worse still, the number of stores affected is already 42% up on the whole of 2017. With the announcement of the House of Fraser proposed CVA, the

number of staff (including concession staff) impacted has shot up to 28,001. This means that this year is already the worst for staff since 2012 and of course these numbers do not include the employees impacted by the store closure programmes of many retail giants such as M&S.

The prime driver in this insolvency surge is a basketful of property issues faced by many retailers, who are being forced to recognise that their bloated store portfolios are no longer sustainable in the current economic conditions on the high street. Quite apart from over-rented stores on inflexible long leases, the biggest negative property factor is the savage rise in business rates. It is no accident that one of the casualties of the House of Fraser turnaround plan is its flagship Oxford Street store. The 2017 rates revaluation hiked its rateable value from £5.73m to £9m, raising the annual business rates burden on the site by £1.62m at a stroke. This is just an extreme example of the rates rises, which are destroying or destabilising thousands of retail businesses up and down the country.

An interest rate rise hangs in the air like the sword of Damocles. Fortunately, economic weakness seems likely to push any rate rise back to autumn 2018 at the earliest, but sooner or later, the costs of servicing debt will rise. Research by Company Watch published in early 2018 looked at the possible effect of this scenario on around 1,600 leading retailers. Even if base rates only doubled from 0.5% to 1.0%, this would push another 62 larger retailers into its Warning Area.

Further research by Company Watch commissioned for this review, based on the latest published accounts of retailers, confirms yet again the frailty of the retail sector [Appendix 3]. This shows some improvement in the financial health of retail companies since our last review. Their average financial health score (H-Score®) out of a maximum of 100 has risen marginally from 39 to 40 in five years. Nevertheless, the sector remains significantly less secure than the economy as a whole, where the average health score is around 50.

The Company Watch research also highlights the number of retailers in the Warning Area with a health score of 25 or less. Here too there has been some progress since

2013, when a startling 47% of retailers were in this zone of financial vulnerability. Now the percentage has fallen to 44% – but this still represents 23,588 retail companies at heightened risk of failure.

Supply chain pain and zombies

Two important points emerge from this research. The first is the varying fortunes of the retail sector and its supply chain. In contrast to the improvement for retailers, both the average health score and the Warning Area percentages for retail suppliers have deteriorated over the last five years. Their average health score has fallen sharply from a near normal 48 to a worrying figure of only 42 out of 100. The percentage of suppliers in the Warning Area has shot up from 32% to 40%.

The conclusion must be that retailers have reacted to the pressures they face by shifting at least some the burden down the supply chain.

The second finding highlights the degree to which financial risk is concentrated among smaller, independent retailers. Company Watch divided the retail companies covered by its analysis between those with gross assets of over and under £20k. Despite similar small improvements in the financial health of smaller companies, the fact remains that they have an average health score of just 27 out of 100, compared to 42 for larger traders. Equally, there are 64% of smaller retailers in the Warning Area compared to 41% of larger ones.

Over some 20 years, approximately 25% of the companies in the Company Watch Warning Area have failed or undergone major financial restructuring within three years. This indicates that some 6,000 retailers will fail between now and 2020. In the supply chain, there may be as many as 10,000 failures. The carnage among the many, even smaller and less financially viable, unincorporated retailers not covered by this research, will be even greater.

A final measure of financial vulnerability in the sector comes from Company Watch research into 'zombie' com-

panies, those with liabilities at least £5k greater than their assets [Appendix 1]. The good news is that the number of retail zombies has almost halved over the last five years, falling to just over 10,000 in mid-2018. The bad news is that between them they still have negative equity of £1.9bn – a potentially huge hit for their creditors.

The Company Watch research reflects the financial position as shown by the latest published accounts of companies, which will predominantly cover accounting periods ending in the second half of 2016 and the first half of 2017. This does not yet reflect the huge impact of the rise in business rates – 12 months further on, the financial picture could be much darker.

Logistics load shifts

Although we have highlighted the adverse fortunes of the retail supply chain over the past five years, the logistics sector deserves special mention within it. This is an industry, which had flourished as retail expanded both by adding physical stores and promoting online. Consumers have demanded to be ever more indulged with home deliveries and same day service. We now have clear evidence from Company Watch analytics that both the road transport and warehousing sub sectors have seen their financial positions deteriorate inexorably and sharply in recent years.

Two years ago, the average Company Watch health score for road transport companies was already fairly sickly at only 43 out of 100. Last year it had dropped to 41 and is now a very worrying 39, down 10% over three years. A similar picture of decline applies to warehousing businesses. Two years ago, their average health score was a relatively secure 46 out of 100. Last year it had fallen to 44; now it is 40. This is a drop of 15% in three years. These figures do not yet reflect the impact of this year's rapid rise in retail failures and store closures, which are likely to hit some logistics businesses hard.

Efficient storage and slick delivery infrastructure are essential for modern retailers, especially those who are benefiting from getting the mix of bricks and mortar and online experience right. It has taken a very long time to develop such vital tools; their loss would be catastrophic for the retail sector.

Data and further evidence

It is reported that 90% of the world's data was created in the last two years alone. In a single minute, Amazon makes \$260,000 of sales, 4.14m YouTube videos are watched, 3.5m texts are sent, 3.6m searches are Googled, 47,000 posts are Instagrammed, and 46,000 Uber journeys are made. In 2017 on Singles Day in China, Alibaba saw 357,000 transactions a second.

The form and function of cities and towns across the world has had to change as a result but their composition, identity and ability to change have evolved in different ways. One golden thread connects them all – they are communities of people who create economic value to the place where they live. The level of economic health determines the volume and value of the people that occupy it and from this, money flows into the local economy and creates the need for shops, bars, restaurants, cinemas, clubs and other consumer facing businesses.

The city of Preston, Lancashire, introduced a form of guerrilla localism where public spend is kept as close to home as possible – widely reported by Aditya Chakraborty in *The Guardian* – with the hope of regenerating the economy locally.

Over time, every town and city in the country has developed as a shopping destination, with changes evolving as to how and where we shop. Supermarkets arrived when the London Co-Operative Society opened on 12 January 1948 in Manor Park, east London [MoneyWeek]. In 1976, Brent Cross was the first out-of-town shopping centre and later, larger malls were developed. Fosse Park, near Leicestershire, opened in 1989 with 12 stores and now has 39, with another 12 to follow from a £135m extension. The internet went live on 6 August 1991, then the first e-commerce transaction took place on 11 August 1994, when Dan Kohn sold a CD of Sting's *Ten Summoner's Tales*. [FastCompany.com].

All this shows there is no one cause of these changes but revolution in the form and function of places, driven by consumer behaviour, enabled through technology and a connected global economy.

Under pressure

A summary of facts and figures from our research

TIGHTER MARGINS

- **COSTS (+2.9%)** for retailers are rising faster than sales growth (+1.9%)
- **RETAIL SALES** have risen by 12.7% in the last five years
- **RETAIL INTERNET SALES** have nearly doubled to 18% and are likely to grow to 30% of all retail sales by 2030

PROPERTY MARKET

- **THE UK** has an oversupply of shops, currently 10% but based on current trends this is forecast to rise to 20% (c100,000 shops)
- **WHILE VACANCY RATES** have marginally improved to 11% from 12%, the number of units vacant in the long-term is growing, with around 14,000 shops empty for more than three years
- **NEW DEVELOPMENTS** have added more shops to the stock in the last five years but based on planning applications, this is forecast to slow significantly
- **LARGE CITIES** are becoming increasingly dominant as destinations
- **RENTS HAVE FALLEN** significantly in the last five years, on average by 23% excluding London, with increasing polarisation between London and the rest of the country
- **THE SPEED OF CHANGE IN RENTS** and the complexity of ascertaining a passing rent is not aligned to the current business rates and therefore, there is a need for change
- **LEASE LENGTHS HAVE REDUCED** significantly to an average of seven years and will continue to do so, creating increased churn and greater uncertainty among investors, which will have an impact on investment decisions

HIGH STREETS

- **STORES REMAIN** a fundamental part of the customer journey, whether in research, as showrooms or fulfilment
- **85% OF SPEND** touches a physical store
- **OCCUPATION** of town centre units have shifted from comparison goods to services and food and beverage
- **TRADITIONAL ANCHORS** – banks, post offices and department stores – have closed for good
- **EVERY YEAR** for the last five in town centres, chain retailers have shut more shops than they have opened
- **INDEPENDENT SHOPS** in town centres account for 65% of all stores and have grown and contracted since 2013 but in 2017 there was a net loss of 1,483 shops (-0.49%)
- **FOOTFALL IN TOWN CENTRES** has decreased every year since 2013 and in the last 10 years, has fallen by 17%

RETAIL PARKS

- **THE NUMBER AND OCCUPATION OF RETAIL PARKS** has increased every year since 2013 – currently there are more than 1,400
- **PLANNING APPLICATIONS** for out-of-town developments have been five times greater than those for in-town
- **DESPITE ITS DECLINE** in town centres footfall has increased in retail parks
- **THE URBANISATION OF POPULATIONS**, reduction in car ownership among younger people, reduction in retailer portfolios and growth of urban mega malls and smaller town shopping centres, is likely to mean that 50% of the current retail park stock will become redundant by 2035

MANAGEMENT AND INVESTMENT

- **THE NUMBER OF BIDS** has doubled since 2013 but there is debate around their cost and impact in smaller towns
- **COUNCILS** are increasingly investing public money in commercial real estate and acquiring significant retail assets in their towns

Economic evidence

Data is critical to places as ‘what gets measured gets done’.

Since 2013 the costs of running shops has increased – and the Brexit vote has brought further rises. Inflation, exchange rates, wages, utilities, transport, and factors such as the apprenticeship levy, have all contributed to a significant operating cost for retailers. Meanwhile, shops close and internet sales grow, along with other sectors in towns, such as food and drink, entertainment and services.

Offline costs increase

In 2017 costs rose by 2.9% compared to the previous year [Retail Economics]. Retail sales increased by 1.9%, the lowest annual growth rate since 2013 [ONS].

Additionally, the rise in business rates is the most controversial. At 42% of taxes, the business rate burden is more than three times greater than that of corporation tax at 12%, a tax on profits. In light of the data, this gap between business rates and corporation tax will continue to widen.

Online sales grow

From 2013 to 2017 the annual value of retail sales in Great Britain grew from £360 billion to £406 billion, an increase of 12.7% [Statista]. During the same period of increases in the volume and value of retail sales, prices dropped, creating further issues for retailers.

Internet sales as a proportion of retail sales increased from 10.4% in 2013 to 17.9%. Such sales are likely to peak at 30% by 2025. In 2017 42% of John Lewis’ sales were reportedly online. According to Kantar Worldpanel, 20% of all clothing sales are online and they forecast this to rise to 25%. Results from Next in March 2018 reported store sales were down 7.9%, while online was up 9.2%.

Retail sales growth by sector shows variances between food, health and beauty, and comparison goods. The rate of growth of these traditional comparison products is less than half that of health and beauty but more importantly, is below the inflationary costs associated with operating the business and creating more pressures on profit margins. Traditional comparison goods shopping no longer takes place in shops but primarily, online with the store acting as the showroom or even delivery centre.

Consumer spend rises

The consumer price index (CPI) measures changes in the price level of market basket of consumer goods and services purchased by households. Retail Economics forecast that prices will start to fall, decreasing inflationary pressures on household incomes – and creating more spend for goods and services. CACI forecast that UK comparison goods spend will rise from £223bn in 2017 to £330bn by 2026, of which 69% will be in store and 31% online.

Wage growth is a key measure for determining future spend on goods and services. Retail Economics forecasts wage growth will outstrip inflation, which in turn will improve the level of consumer spending.

The Asda income tracker is a useful benchmark for consumer disposable income and shows average spending power rising from £158 per week in 2013 to £198 per week at the beginning of 2018. [Asda/CEBR],

More destinations, fewer shops

More than 1,000 cities and towns across the UK have a population of 1,300 people or more, according to The Geographer. The Local Data Company (LDC) physically surveys towns across Great Britain and tracks 1,048 towns and cities. In addition to these places there are approximately 1,300 retail and leisure parks of more than three units and 850 shopping centres with 10-plus units. Overall the LDC tracks over 550,000 retail and leisure properties across Great Britain. Of these 65% are independents, which we define here as SMEs with fewer than five shops.

In five years 2,214 (-0.89%) occupied retail and leisure units have been lost from 1,048 towns with 50 or more units LDC data shows, equating to two shops per town.

Forty towns have lost 10% or more of their occupied shops (maximum loss is 18% = Gateshead) 50 (5%) towns have experienced no change in their shop numbers.

450 (43%) towns experienced an increase in numbers of occupied shops with growth in 72 towns of 10% or more.

From 2013 to 2017 LDC data shows that 18% of towns lost 10% or more of their chain retailers. One in four towns saw a rise in chain stores in this period and 4% of these towns saw a growth of 10% or more. The overall trend shows that chain retailers are exiting town centres at their fastest rate. Data from 2017 compiled for PwC by LDC show that chain retailers have shut up stores at their fastest rate since 2010 with a net loss of 1,700 shops in the top 500 town centres.

From 2013 to 2017 LDC found that 41% of towns experienced a net loss in independent stores, with 5% experiencing a loss of one in ten. More than half of towns – 55% – saw an increase in independents, with 16% seeing 10% or more.

Comparison goods exit towns

The last five years has seen the relentless decline of traditional shops selling comparison goods, products that can often more conveniently be bought online – bulky white goods, electronics, books and increasingly, fashion and footwear. Nearly 9,000 stores of this type have shut in the last five years, over 5% of the stock; the trend is continuing and if Q1 2018 is anything to go by, accelerating.

Additional closures in this period include Toys ‘R’ Us, Maplin, East, New Look and Mothercare. According to the Centre for Retail Research the number of stores already affected, after less than six months of 2018, is already 42% higher than for the whole of 2017.

Across Britain’s towns the number of shops opening has reduced by 11.4% since 2013 and the closure rate has increased by 1.1% [LDC]. The take-up is as a result of growth in eating and drinking – coffee shops, and not the result of more traditional shops opening. **The fundamental structure of Britain’s town centres has changed from goods transaction to one of consumption of food and experiential services, including health and beauty.**

Mixed picture for malls

Town centres have experienced a net loss of stores across all retail and leisure uses. Shopping centres have suffered but this sector shows massive polarisation between the mega malls such as Westfield London, Trinity Leeds, Liverpool One, Buchanan Galleries and St David’s Cardiff,

and the more challenged, such as the Ellesmere shopping centre, Manchester, the Concourse in Skelmersdale and the Dolphin centre in Poole, with vacancy rates above 20%.

Retail parks are the only location type that has seen strong growth in their number, also in the take-up of retail and increasing leisure and service businesses, resulting in an increase in the additional retail offer in out-of-town centres.

In 2013 the change in market demand and planning decisions became apparent, with the balance moving in favour of out-of-town retail destinations. This, in part, was as a result of a significant increase in applications, with 60% in the last 10 years coming in the last five years, showing the investor appetite for this asset class. With the decline in chain stores, the growth of retail parks and the predicted change in car ownership, the number of redundant retail parks could be as high as 50% by 2035.

The changing high street

The number of and type of shops being occupied in our towns has continued to change and at a greater velocity from the first Grimsey Review in 2013. The traditional anchors of many town centres such as banks, clothing shops and pubs have been closing hundreds of outlets and in the case of banks nearly 2,500. Where these shops have been taken over, they are being filled by health and beauty businesses – nail salons, tattoo parlours and barbers – all offering experiences rather than just products.

The change in food delivery is also reflected in these numbers where fast food delivery outlets have been replaced by the likes of Just Eat, Deliveroo and Uber Eats as alternative business models, leveraging existing restaurants with eat-in and eat-out facilities.

The saturation of the discount market by pound shops is also illustrated with a loss of 327 stores, with more closures forecasted. LDC’s latest report on the sector noted discounters as having the biggest drop in their Compound Annual Growth Rate (CAGR) in 2017, to 2% from a five-year period average of 5.1%. Conversely, convenience stores, which increase by 1,185 stores since 2013, saw their CAGR rise to 4.9% from their five-year average of 3.2%. Supermarkets saw a slight drop to 0.7% from a five-year average of 1.2%.

The race for space has ended and supermarkets are now seeking to optimise what they have through acquisition (Sainsbury’s Argos), as well as partnerships with high street brands such as Next, Dixons Carphone, Arcadia, Timpson and Costa. The latest move by Sainsbury and Asda to merge could result in the much needed closure of many stores easing the pressure on the over supply of superstore space.

BUSINESS TYPE	Net change in stores 2013-17
Tobacconists/e-cigarettes	2,090
Barbers	2,066
Beauty salons	1,599
Cafe & tearoom (independents)	1,384
Convenience stores	1,185
Hair & beauty salons	986
Coffee shops (chains)	981
Nail salons	944
Restaurants & bars	941
Takeaway food	902

Figure one: Top 10 business types opening 2013-17 [LDC]

BUSINESS TYPE	Net change in stores 2013-17
Banks & other financial institutions	-2,405
Pubs & inns	-1,931
Clothes - women	-1,588
Newsagents	-1,357
Travel agents	-1,229
Post Office services	-1,087
Shoe shops	-861
Chemists / toiletries	-698
Fashion shops	-698
Cheque cashing	-686

Figure two: Top 10 business types closing 2013-17 [LDC]

Vacancy rates

Overall vacancy rates have decreased since 2013 from 12.3% to 11.1%, driven by the change in vacant shops (retail) and food and beverage or entertainment outlets (leisure). Retail vacancy peaked in 2012 at 14.6%, so has improved by 3.5%. Leisure vacancy has increased from 7.5% to 7.9%, a marginal improvement from its peak

of 8.2% in 2016. Both numbers illustrate an oversupply of space – too many stores. As at February 2018, LDC recorded that 49,203 retail and leisure premises lay empty. To envisage the scale, Sheffield has 913 retail and leisure units, according to LDC, so this equates to more than 53 Sheffields having no occupied shops.

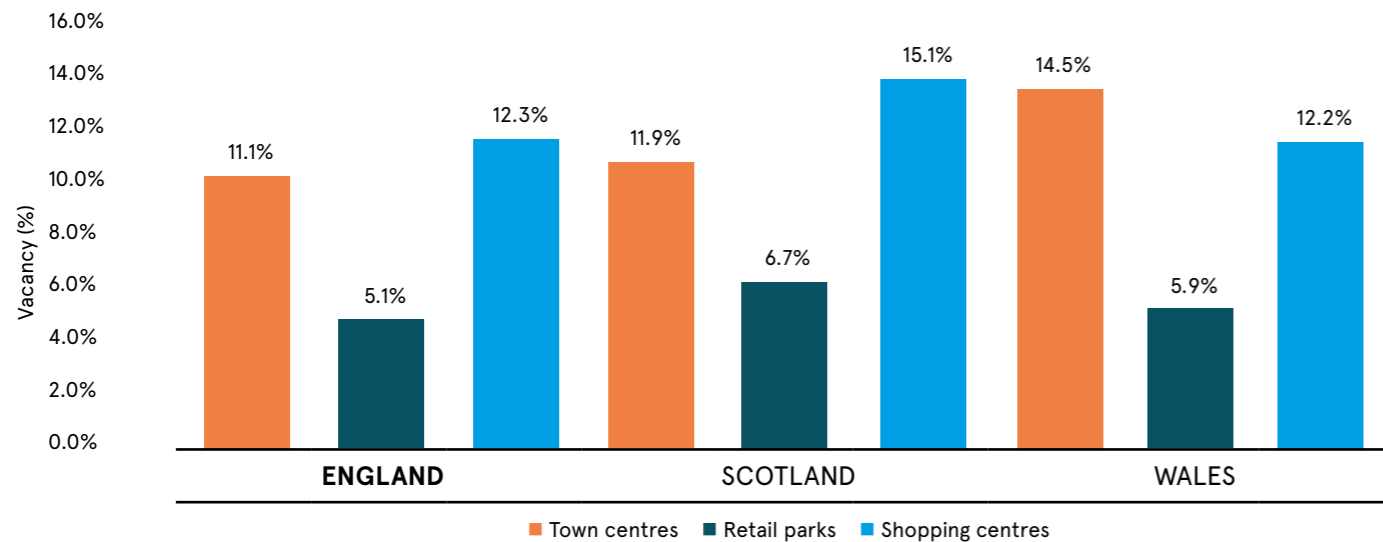


Figure three: 2017 vacancy rates by location and country [LDC]

The persistence of vacancy measures the duration that a shop unit remains empty, with no trading business. LDC's six-monthly updates present a clear picture as to the volume and duration of vacancy up and down the country. Short term vacancy can be a good thing and be as a result of redevelopment, growth and innovation. Shops that have remained vacant for more than two years normally indicate

decline, malaise and wider issues within the location. There is significant variance, in some cases three times greater, between the north of the country and the south in terms of the volume of vacancy and its duration. **Take for example the north-west, where 5.7% of all stores have been vacant for more than three years – this is redundant stock and needs repurposing.**

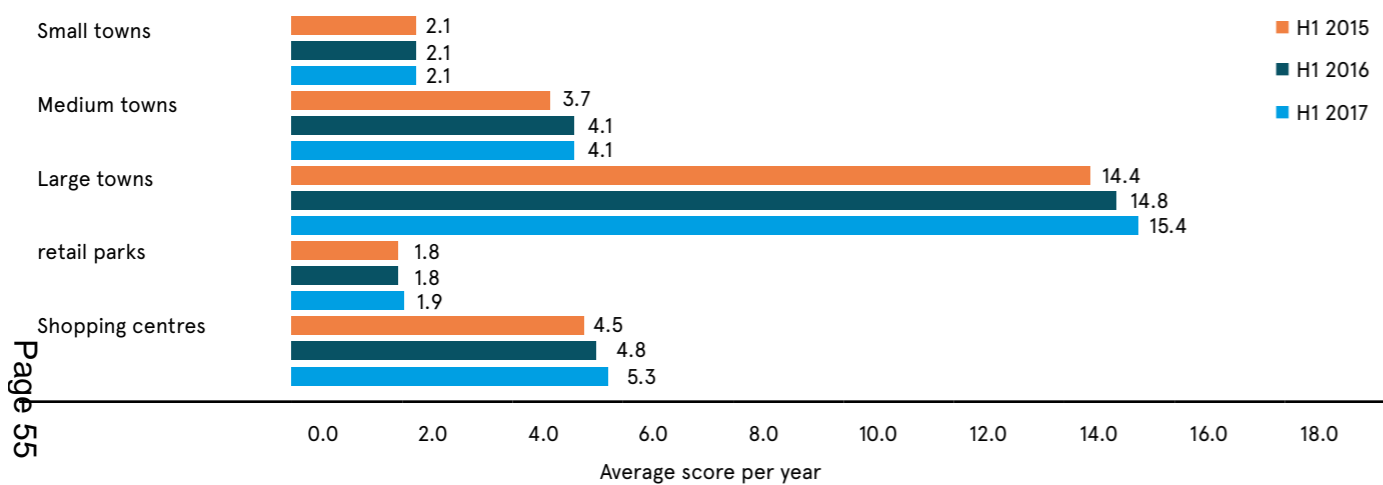


Figure four: Persistence of vacancy by region as at June 2017 [LDC]

Dominant locations

In 2013 LDC partnered with Morgan Stanley to create a health index that brought together multiple data points, in order to deliver an indexed score against five main asset types. So that places can be tracked over time, the index brings together population catchment, spend, vacancy rates, persistence of vacancy, anchor retailers, diversity of offer and other data that are an attractor or detractor. Location types have changed over time. Small towns – defined as convenience led and having fewer than 200 shops – are not changing. Large towns and cities are strengthening, as are shopping centres, yet retail parks until now have tended to be shopping focussed and therefore, have not scored as well as towns and shopping centres. This is changing, as this report shows.

Rents fall – but not in London

Colliers International track average Zone A, the front, or trading area of shops, in prime locations, generally the town centre or high street. Colliers' data shows that since 2008, rents for every region bar two, central London and outer London, have fallen. While rents in London have risen by an average of 66% since 2008, they have fallen in Wales and the north-east by over 30%. The average outer London rent in 2017 was £111.75 per square foot versus £63.60 psf in Wales. Excluding central and outer London, the average Prime Zone A rent for all other regions was £77.73. While the high street is more complex as a retail destination in terms of form, function and ownership it has the lowest rental levels. While on retail parks, rents have increased by 46%, on average, high street rents declined by 8% and 12% in shopping centres.

This decrease can impact both investor appetite to create 'product' (physical space) but also indicates a considerable drop-off in demand for space. James Childs from EGi reports that take-up in the retail sector dropped by 21% to 21.6 million sq ft, of which a quarter of this space is for the food and beverage sector.

During this period the data also shows the length of leases reducing from 8.7 years to 7.8 years. This creates greater flexibility but also at the same time greater uncertainty for investors with shorter and in some cases lower income streams. For example, Next have 240 (45%) of their store leases coming up for renewal in the next three years, according to Verdict.

Slowdown in planning applications

In the previous review one recommendation covered change of use on buildings; the opportunities, benefits and willingness to do so varies up and down the country. According to James Childs of EGi change of use applications for existing property peaked at a five-year high in 2017 with nearly 3,000 applications. Conversions from retail to complete residential are up 8% year-on-year, bringing an additional 12,674 residential units from 1,423 applications to the market. From 2013 to 2017 the number of such applications has increased from 57 in 2013 to 451 in 2017, up by nearly 800%.

Applications for new retail parks have dropped 60% year-on-year, as developer interest cools after a record 2016, according to EGi data. In 2017 developers in the UK applied for permission on a total of 13 such sites in the UK, a significant fall from the previous year's total of 33, but slightly up on the 10-year average. As a result, permission rates for these schemes has also plummeted some 53% in terms of the amount of space (sq ft) getting the green light.

The EGi data also shows that since 2013, the development appetite for town centres has plummeted and until 2016, out-of-town flourished but appears to have now peaked.

The current focus of development in the retail and leisure sectors appears to have moved from new sites to the extension of existing sites and the creation of mega malls. Cushman and Wakefield report that of new space in shopping centres 52% was extensions of the 1.7 million sq ft delivered in 2017. The recent extension to Westfield London which added 740,000 sq ft (+39%) makes it the largest shopping centre in Europe. Based on planning data supplied by EGi this is likely to change back to new space in 2021.

Council investment in real estate

Since 2015 councils' appetite to invest in real estate has increased from virtually nothing to over £12,000,000 in some years. The consensus is that this is happening to help councils derive future income, at a time when their borrowing costs are at an all-time low. Also, sale prices are down due to uncertainty in the market regarding the future of physical retail, especially in challenged town centres.

Business improvement districts

Every year since 2013, 30 new business improvement districts (BIDs) have come into being. A number are supported by the government's BID loan fund, an initiative by the Ministry of Housing, Communities and Local Government (MHCLG) to assist with development of new BIDs in town and city centres in England. To date, 24 loans totalling £782,135 have been granted.

BIDs have had many successes, especially in large cities where budgets are much higher. Increasingly, the role and value of the BID is being challenged by the retailer levy payers, due to the rising costs they face. Many might see a further increase in levy contributions since the recent business rates review. Some of the more marginal BIDs, such as Morecambe, might become untenable due to a reduction in levy income, following the lowering of business rates in their area.

Falling footfall

While the UK population has grown by c0.7% per year, the number of people visiting high streets up and down the country has fallen by 17%, according to Springboard. Instore footfall, according to Ipsos, fell by nearly 7% between 2016 and 2017. The only location type to see consistent positive growth has been footfall on retail parks.

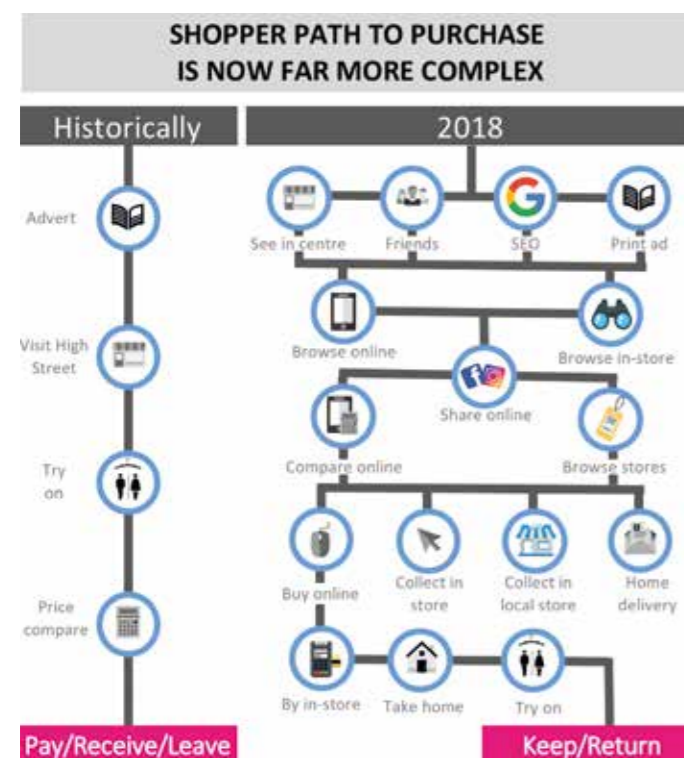


Figure five: Shopper path to purchase [CACI]

Consumer choice

CACI research shows that 85% of spend touches a physical store and that over 30% of online spend touches a store. Their role is an important one but the form and function of shops needs to continue to evolve in order to stay relevant to this multi-approach customer journey. CACI research shows that online purchases are returned at a rate five times greater than store purchases. In clothing and fashion this return rate can be as high as 40% – a significant problem for retailers. The consumer journey is significantly more complex in 2018 than in 2013.

The CACI pictogram [Figure five] set out the straightforward consumer journey of shopping in times before online channels were available. It is compared with the complexity of current routes, opportunities, options and influences.

This presents challenges but amid the complexity, there is a wealth of data and evidence freely available, which might guide the journey of retailers in adapting their businesses to survive and thrive. The data is there also for policy-makers to shape strategy and legislation in ways which support rather than hamper the retail industry.

The data shows a significant oversupply of shops along with continuing development of new shops, albeit at a slower rate. The nature of places – be it consumer behaviour, the role of a store, the structure of a property transaction or the interrelationship of uses within a town – is more complex than it has ever been. As such a common approach and understanding from all is how places will be managed for the benefit of all and to enable them to be the community hubs they once were.

Data is critical to places as 'what gets measured gets done'.

This section of our review has highlighted the continued and growing importance of retailing to the economy. The sector appears to contribute more than it did five years ago despite the fact that it looks structurally very different. Evidence suggests that there are likely to be more retailers going out of business moving forward due to bloated store portfolios, business rates and potentially rising interest rates. We predict that big chains will continue to pull out of town centres and independents will remain particularly susceptible to financial risk. Supply chains are being negatively impacted by the demise of retailers. We have seen a change in the types of business occupying the high street with the appearance of more food and experiential services. Consumer spending patterns are changing with footfall down. Vacancy rates remain high.

Planning and governance

Planning policy helps and enables change – but is not a driver for delivering action.

This section of our review deals with the roles of central and local government. It cites some examples of emerging good practice from pan regional working (or national, in the case of Scotland). It deals with town planning, the housing crisis – and the opportunities presented for the revitalisation of our town centres to respond.

Later in this section, we will set out the financial context in recognition of the budgetary constraints in which local government is having to operate.

This review argues that local authorities are key to the regeneration of their town centres. They are the obvious and rightful custodians of their place, best positioned to creatively lead a revival of their local town and city centres. But it is also clear that rational economic areas, with devolved powers and focused leadership, can develop the strategic response to support the financial and social health of their towns and high streets. Scotland and Wales have national government, metropolitan regions in parts of England see local authorities banding together with the leadership of an elected mayor.

Planning policy

The emerging National Planning Policy Framework (NPPF) has embraced most of the recommendations in the first *Grimsey Review*.

But policy is evolved from current analysis, with little evidence that it has undertaken significant evaluation of the future impact of a rapidly changing environment.

The Grimsey Review in 2013 highlighted the importance of a Town Centre Commission plan to include the transformation of town centres into hubs of diverse community activity. Each would have a unique, evidence-based business plan with

a long-term vision, shared by stakeholders and the wider community.

According to the Planning Inspectorate, 103 out of 455 local authorities do not have an up-to-date local plan.

While current and emerging planning policy places greater emphasis on promoting the vitality and viability of town centres, there is no real analysis of the nature and pace of change – or the urgency of a collective response.

How many local authorities have by now produced a local development scheme (LDS) and to what degree do they reflect the emerging planning policy on town centres in the draft NPPF? Local policy is always playing catch-up with ever-evolving national policy. Planning authorities are required to publish an LDS, setting out milestones in their plan-making process, and the timetable to maintain an up-to-date plan. Since the 2004 Act was introduced, several councils have failed to meet the deadlines – or 23%, according to the Planning Inspectorate in May 2018.

The draft NPPF fails to demonstrate understanding of the likely pace of change in town centres.

It directs local authorities to take a positive approach to town centre growth, management and adaptation. Planning policies should define a network and hierarchy of town centres and promote long-term vitality and viability. Local authorities should look 20 years ahead.

Little is said about the importance of employment growth and enterprise workspace. Creative industries flourish in town centre locations, yet space for economic activity is decreasing. Workspace is being lost because permitted development rights allow conversion to residential use, without submitting a planning application.

The focus on housing growth, with new government powers to intervene on targets, will inevitably relegate the importance of transforming town centres. Residential growth requires community infrastructure – essential, as it will have a significant impact on the quality of life for new and existing residents.

Councils’ response to Grimsey recommendations

As part of our research, we sent a Freedom of Information request to 350 local authorities, to ascertain whether they had adopted as policy and practice any of the recommendations from The Grimsey Review in 2013. A total of 276 councils responded and were able to demonstrate that some progress had been made. We found examples of good practice and innovation from councils around the country.

There was little evidence that local authorities had embraced the concept of a Town Centre Commission. There were numerous other structures but with little or no power to effect change.

While many town centres have short term plans, BIDs are required to produce a five-year plan. Only 23% of town centres had produced a 10-year plan.

There was little support for a policy to locate public sector buildings in the town centre with 27% of respondents having adopted the concept.

Many local authorities were enthusiastic about establishing a community hub in the town centre, 25% of respondents had implemented the recommendation or were planning a facility for the future.

There is some support for small business, by way of grant aid, 13% of respondents were providing business loans. However, over 55% of respondents were providing rate relief to charity shops.

The provision of affordable space in malls for small traders was available in 7% of the areas who responded. It is recognised that not all local authority areas have shopping malls.

Regular town centre health checks to assess performance were carried out by 60% of respondents.

Southwark Council has an economic wellbeing strategy for 2017-22, setting out its ambitions under the theme of thriving town centres and high streets, with area visions for existing and new town centres set out in the New Southwark Plan, which is under development. The council has invested in local initiatives to bring new community facilities and resources to its town centres. Southwark’s workplace strategy has consolidated the workforce in two town centre hubs.

Wigan Council is among those respondents who are striving to improve the town centre. The Wigan Life Centre is a good example of an active community hub and there are several other life centres in the borough.

Warrington Council has committed £100m to regenerate its town centre and is considering the development of a community hub. Conwy Council is building new public service offices in its town centre.

Tameside Council has a 10-year plan which actively encourages the location of public buildings in town centres. **The results of our FoI are in the table below.**

	Yes	%	No	%	N/A	%	No answer	%
Has your authority set up a town centre commission?	6	2.37	260	102.8	4	1.6	6	2.4
Has it established a 10-year plan?	58	22.92	187	73.9	26	10.3	5	2.0
Do you have a policy to locate public sector buildings in the town centre?	27	10.67	242	95.7	3	1.2	4	1.6
Have you established the concept of a community hub for your town centre?	63	24.90	201	79.4	4	1.6	8	3.2
Does your council provide loans to small companies?	32	12.65	40	94.9	2	0.8	2	0.8
Does your authority subsidise business rates for charity shops?	140	55.34	134	53.0	1	0.4	2	0.8
Does your authority require malls to provide affordable space for small traders?	19	7.51	214	84.6	40	15.8	3	1.2
Does your town centre have a process to carry out regular health checks to assess performance?	153	60.47	111	43.9	6	2.4	6	2.4

Effective leaders deliver change

The growth of city economic areas with elected (metro) mayors having devolved powers may be the key to reviving town centres and transforming them into a treasured community asset. Economic area planning is now established in London, Scotland, Wales and Northern Ireland. Mayors have been elected for Greater Manchester, the West Midlands, Cambridgeshire and Peterborough, Tees Valley, Liverpool City Region (Liverpool also has a mayor for the city as a borough), and the West of England. Sheffield City Region – the combined authority for Barnsley, Doncaster, Rotherham and Sheffield, elected its first mayor in 2018.

In 2017, the Mayor of Manchester launched an ambitious initiative for delivering improvements in town centres, aiming to establish mayoral development corporations (MDCs), with grants to kickstart development and compulsory purchase order (CPO) powers to unlock sites.

Through his Town Centre Challenge, the mayor invited all councils across Greater Manchester to nominate a town to take part. As a political priority, he will work with each council and key stakeholder to unlock the potential in town centres. A new Greater Manchester Spatial Plan will support the initiative, setting out powers to establish MDCs, the use of CPOs and mayoral grants.

In the West Midlands, the elected mayor wants to simplify the planning process and introduce business rate relief. His commitment to create a Future High Streets Taskforce will look at how high streets can be maintained as lively centres of community activity. The mayor also wants to provide free wifi and promote town centre business clubs.

The draft London Plan is comprehensive on town centres, adopting the principle of Town Centre First, rather than out-of-town development. It emphasises the social benefit of town centre activity and endorses the notion of a community hub. It also advocates town centre health checks.

The plan emphasises the importance of economic development in the town centre, which would be complementary to retail. It is critical that employment space located centrally is not lost to housing.

Town centres should be the main focus for Londoners’ sense of place and local identity; being managed to create sustainable, healthy, walkable neighbourhoods with the Healthy Streets Approach.

Each town centre should have a strategy produced in partnership at the local level, inclusive and representative of the community. Regular town centre health checks would inform strategic and local policy and implementation.

Strategies should consider the social benefits of high streets and town centres, especially formal and informal networks that support communities, with regard to commercial and social activity that serves particular groups.

When adopted, the *London Plan* will provide an excellent policy framework for boroughs. But will the GLA provide resources and leadership to translate policy into action?

Leadership with collaboration – Scotland leads the way

Scotland is a nation of towns, home to over half its population, they are residential areas but also important social and economic hubs. Scotland is the most advanced part of the UK for combining policy with action and creating a support infrastructure.

Scottish institutions have fostered the notion of collaboration to support the revival of town centres. The Scottish Towns Policy Group (STPG) brought together all the key interests to focus on the future. It is argued that this would not have happened without devolved government.

STPG’s major policy paper in 2011 set out the case for evidence-based development rather than off-the-shelf solutions. The Fraser Review endorsed this by recommending that a demonstration project should show how data can be collected and shared.

This level of research and evaluation provides a wealth of knowledge and information about what works in transforming town centres. Clearly, the Welsh government is adopting much of the methodology pioneered in Scotland in seeking to improve its towns. The degree to which this could be replicated in English regions could be a starting point for elected mayors.

The power of Scotland’s model is the collaboration between policy makers, consultants, academics and the Scottish government, which places town centres high on the agenda.

There was an absence of data about town centres and the acceptance of a need for action based on a clear understanding of the health of town centres. A tool was developed to collect consistent and rigorous data across nearly 500 Scottish towns with a population of more than 1000. Locally produced audits would also be carried out, looking at both qualitative and quantitative data. This is generating interest around the UK, particularly among London boroughs.

A Town Centre Network

When anyone embarks on work to save a failing town centre there is a tendency to start from scratch. *With some valiant exceptions, there is little in the way of institutional memory.* Town centre managers tend to be a divided and isolated community of practitioners, trying to do things without a huge amount of support.

Studies and research documents are available to inform and support people wishing to devise a robust plan to regenerate their town centres and manage them for the future. A number of organisations are involved in this work in various ways – there is systemised knowledge in use. A number of useful case studies of success in town centre regeneration could be mined for a helpful starting point as to what to do in a similar place – authorities around the country are already downloading the Town Centre Toolkit devised by Scotland's Towns Partnership. While we worked on the 2018 Grimsey Review, we received hundreds of case studies, suggestions and ideas. *There is a huge amount of warm feeling, goodwill and energy out there. And there is knowledge and good practice but currently, no obvious place to hold all of this for future reference.*

It is proposed that all of this information should be held in a central resource, in an accessible, inexpensive, web-based format, possibly hosted by the Local Government Association (LGA), with the endorsement of central government and all organisations involved. Work such as this review, the recent LGA handbook, *Revitalising Town Centres*, various investment models and case studies could all be accessed; as well as information on how to build an evidence base and a framework of how to write a town plan. And a network of practitioners could guide and mentor newcomers to this arena.

Towns need coherent plans

Exactly what is required to manage change in each place will be complex and unique, depending on the size and location of each town centre. Central to our recommendations is that councils should take ownership of their town centres and facilitate the production of a robust plan, the town plan or city plan. This will require a holistic approach, responding to – but not getting bogged down in – issues such as parking, antisocial behaviour or business rates.

The town plan must take account of the shops still operating but it must explicitly not be predicated on retail, or retail alone, as the central activity for the future. We just have too many physical shops.

Heritage is an important asset – but a plan for the future should not hark back to any golden era.

Local leadership is vital

The success of any town centre regeneration plan relies on there being one leader, a competent and inspiring figure, the go-to person, accountable and responsible to all, working transparently with a partnership of stakeholders.

It is beyond our scope here to debate local government reorganisation or the right models of leadership – but the multi-tiered nature of local government in England presents major risks to some of the town centre regeneration work across the country.

As we saw in Roeselare, Belgium, ideally, it is the mayor who would actively lead the work in any town centre. But if this office is not in place, there needs to be one person who has the respect and support of all local government organisations involved – an elected member, senior public sector official or business person – who is immediately identifiable to stakeholders, local businesspeople and the public. With a robust town plan and clarity as to who is leading it, there can be no room for duplication and inefficiencies or blurred lines of accountability.

No action without evidence

Each town centre needs to define a new purpose for a future predicated on economic activity and social discourse. Each will need to balance the functions it serves, including employment, commercial, leisure, community, healthcare, education and housing.

Councils can do this through various tools, including long-term master planning, proactive use of CPO powers and land assembly. Key to success is a strong evidence base, meaningful engagement with stakeholders and embracing new technology – a strategic approach, not centred on single issues.

Planning zones

Every town centre should identify its core, where economic activity will be focused. New residential development should be allowed only in the non-core area, with the exception of bringing empty space above retail units into residential use.

The town plan should be underpinned by a spatial master plan and then firmly grounded in the formal local plan (statutory planning instrument) for any council area.

Master planning and design

Every town centre needs a master plan, derived from the Town Centre Commission Plan. Each will be different, and ideas as to how to put a master plan in place can be drawn from the Town Centre Network.

A design team should be commissioned to deliver this master plan, to include both quality design and proposals for a palette of materials and colours. All new developments in any town centre should create a sense of identity, which enhances the town's historic character and creates an impact and sense of arrival.

This spatial strategy then underpins the Town Centre Commission Plan, the business plan for the town.

To define design principles, architects and planners from Allies and Morrison hosted a workshop with HTA and

members of *The Grimsey Review* team. Discussions ranged over Amsterdam, Melbourne, Time Square in New York, considering intensification and the British resistance to dense, inner-city environments.

The workshop also looked at intensity of use and how to make commercial space affordable to start-ups – a Brazilian tyre shop becomes a bar at night, an Irish bookshop functions as community centre. The flexibility and affordability of new retail units for independent local businesses, not chains, is a necessity.

Each of the practices has had success in projects where the local community felt that their council did not listen or tried to impose change. Architects and planners can be viewed as neutral, consulting the community and helping to effect renewal from the ground up. They also noted a revival of civic pride and renewed energy in political leadership at local levels.

PRINCIPLES FOR A THRIVING TOWN CENTRE

- Understanding the historic context – what are the drivers in the historic growth of the centre in relation to the wider settlement and broader area?
- Celebrating the setting and character – what makes the place special, both the historic environment and the area's role and retail identity in terms of specialist, traditional or niche roles and offer?
- Exploring how people identify with their high street/town centre – their aspirations for its future role and how it could build meaningfully on the past.
- Knowing the economic trajectory – developing a brief and strategy that responds to wider economic trends, understanding the position of the centre in relation to others in the retail hierarchy.
- Creating an agile framework which fosters resilience and adaptability – strategies need to be sufficiently flexible to respond to shifting market conditions and structural forces.
- A joined-up approach to transport and movement – to create a welcoming arrival experience.
- A balanced mix – niche and mainstream shops alongside services, businesses, leisure activities and new homes, creating vibrancy and diversity of activity across the day and through the seasons.
- Creating spaces for civic and social use – and encouraging better quality streets, spaces and "third spaces", popular with local people and visitors.
- High quality design which works with heritage – to maintain the overall identity of town centres, particularly where they have a special setting or historic character. New development should be carefully integrated, using adaptation, infill, redevelopment and extension.
- Targeting the experience economy – centres need to appeal to younger and older people and create a vibe.
- Innovative approach to leases – town centres might adopt a WeWork approach of short-term, rolling three-month leases with minimal upfront costs, encouraging startups and less conventional retail. Meanwhile strategies and interim uses can also play a key role in setting the context for future change.
- Embracing diversity – retailers are broadening their offer, they can be adaptive, savvy, inventive and there are pioneers who point the way.
- Town centres need to continuously adapt and enhance the commercial, civic, education and leisure offer to remain prosperous and relevant to communities. It is increasingly important to also integrate residential uses that diversify the local housing offer but also extend the hours of activity throughout the day and evening.

But what could this look like?

Ben Derbyshire, president of RIBA and chair of HTA, emphasises the importance of public space: “The public realm of our town centres is critical in creating successful and prosperous places. It offers the connective space for activities to draw people and it forms the social spaces we crave. Public realm will always offer what online retailing cannot: a social experience and the opportunity to meet others in a well-tempered environment, designed to bring urban and natural worlds into a harmonious relationship, capable of sustainably supporting human wellbeing.”

These examples of HTA’s recent work exemplify the importance of public space.

CAMBERWELL UNION, a former industrial estate next to Burgess Park in Southwark is being transformed into a mixed-use creative quarter. It demonstrates the shift of lower employment density uses further into the hinterland of London, while we intensify these sites with residential, commercial and employment uses in a high quality public realm.



GREENFORD GREEN also a former employment site in Ealing, is being redeveloped among semi-detached homes to provide a mid and high-rise buy-to-rent community with a range of mixed-use facilities for the future residents and adjacent community. Uses will include office space, primary school, cafes, shops, small supermarket and range of high quality amenity space, set within a lush landscape beside the canal.



In Medway, **ROCHESTER RIVERSIDE** is being redeveloped adjacent to the historic Rochester town centre and along the riverfront with 1400 new homes. A range of new, mixed uses will complement the high-speed rail station and new station square as well as the Creekside setting, linked to an enhance riverfront walkway. Town centre uses will include hotel, primary school, nursery, offices, shops, cafes, restaurants, community space and health hub.



At home in town

The current housing crisis in the UK, with the resultant focus on housing growth, with new government powers to intervene on targets, provides a massive opportunity to promote the importance of transforming town centres.

Residential growth requires supporting community infrastructure, notably functioning town centres, which will have a significant impact on the quality of life for new and existing residents.

There is a major role to be played by local authorities, acting in partnership with MHCLG, Homes England and inward investors, to encourage development of new homes in town centres. There should be a sequential approach – wherever possible, space should be made available for economic and employment uses, first and foremost, in the central activity zone of a town centre. In secondary areas, stock should be converted to residential, with unused service yards and other interstitial spaces given over to new-build residential. In all town centres, there is significant potential to create additional homes above shops, on or around the high street.

The potential for residential development in our town centres is a win-win proposition. It would make a major contribution to the housing crisis, while responding to the change in working patterns, connectivity and consumer

habits. Homes in town centres serve to increase footfall and increase demand. The obvious response to any town with a falling footfall, particularly one seeking an evening economy, is to build more homes.

There is no one prescription for residential building in any town centre. It is contingent upon a decent master plan and design brief – but there is a hierarchy of desirability: Homes in empty spaces above shops are always desirable and should be encouraged. Landowners and landlords should be incentivised to give over redundant upper floor spaces to well-planned and well-designed residential units.

Opportunities for new housing development in poorly used spaces: infill sites, underused car parks, redundant service yards, should be identified through the master planning process.

Permitted development rights to allow homes to be formed from redundant retail stock can be encouraged, as long as these are outside the core.

New residential development should only be co-located with evening economy uses when sufficient thought is given to management of potentially conflicting uses. Within the core, permitted development rights would only be accorded to conversion for economic uses (offices or workshops).

Curating the business mix

At a detailed level, councils have some powers, although perhaps not all that we would want, to determine the mix of town or city centre businesses and other activities to ensure sustainability, boost footfall, support animation, promote public health and ensure that the community is served.

Lessons can be learnt from the management of more successful private-sector-owned spaces, where owners ruthlessly and professionally curate their spaces. While this is obviously far more difficult when there is a multiplicity of ownerships, local authorities need to work with their own base of landowners and operators to emulate good practice.

New uses for old retail stock will serve to protect the remaining retail. Local authorities should creatively facilitate complementary uses for the existing outlets in their town centres. Working with colleagues in other public services, councils should be enabling the take up of old retail space for education uses, such as libraries, or health uses, dialysis centres or MRI scanner provision.

Shaped by the past, trapped in the present, threatened by the future – local authorities’ capacity to deliver change

There appears to be a more supportive planning policy environment, five years on from the first Grimsey Review. The Scottish Government, West Midlands Combined Authority and Greater Manchester understand clearly the need for leadership to translate policy into action. But how many other local authorities will have the capacity and resources to manage change?

Austerity has had a severe impact on the capacity of local government to find additional resources for non-statutory functions. A National Audit Office report in March 2018 concludes: “Financial pressure has increased markedly since our last study. Services other than adult social care are continuing to face reducing funding despite anticipated increases in council tax. The scope for local discretion in service provision is also eroding even as local authorities strive to generate alternative income streams.”

The Financial Times reported a survey by the Local Government Information Unit and *Municipal Journal*, which found that nearly half of councils in England have run down their financial reserves in the past two years, eight out of 10 fear for their financial stability, with many struggling to cope with a pincer movement of cuts to central government funding and rising social care costs.

Most local authorities have developed a strategy to maximise income, including increasing council tax revenue through housing growth, increasing business rate income by supporting economic development, and maximising the benefits of assets to produce new income streams.

This approach has led to the growth of arm’s length companies and asset backed vehicles with some form of public private sector partnership. Town centre properties are often in multiple ownership and require a progressive planning framework, to support a land assembly strategy with the potential for CPO. The development partner procurement process can be quite onerous, with high costs for competing private sector interests.

Should councils purchase assets?

There has been much debate in recent months as to whether local authorities should buy distressed retail assets. There seems to be a variety of motivations as to why local authorities would wish to do this – but they should get the best advice available.

Strategically taking out the one or two key shop units that underpin a town, through purchase of freehold or taking up leases, and animating these with startup businesses or pop-up shops, could send a massive signal, and be crucial to the turn around. But tired old 1970s and 1980s shopping malls are on the market for a reason. The retail property industry is never sentimental – they are divesting themselves of these assets simply because they are no longer good business.

Local authorities should not be the repositories of liabilities. We have too many shops, and there are few local authorities with the skill set to run a shopping centre.

However, if a local authority has a robust plan to repurpose these buildings for education or health purposes, or some other community or economic use, that might be a very good use of public money. As ever, a robust and commercially sustainable plan is needed. Local authorities need good and impartial advice, which could hopefully be found at the Town Centre Network.

Much more work needs to be done with institutional investors in town centres. It may be that, with government support, they could be encouraged to switch their ownership of underperforming shopping centres to town centre residential uses, such as the private residential sector.

How can local authorities finance regeneration plans?

The overall financial outlook for local government continues to be extremely challenging. There have been very significant real terms reductions in funding since 2010, and the government’s current plans indicate that reductions will continue through to 2022/23. Local government will increasingly be financed by council tax, business rates and other local sources of income, with revenue support grant from the government phased out. Increasingly the focus for local authorities will be on growth, change and prosperity. This will reflect both the reliance on locally-raised sources of finance, and also the impact on life chances and resilience in local communities. Councils need to be creative and commercial in enabling change, working with partners, using assets and borrowing powers judiciously to make returns in financial and socio-economic terms.

Utilising growth in tax revenues and land value to fund enabling investment will remain an important component. Previous tax-increment finance-type schemes such as the new station at Brent Cross, London, will evolve as the funding regime changes and business rates become under the sole ambit of local and regional government. This may allow smaller scale schemes to be delivered by councils working with partners, without the need for government approval. In the London context business rates for 2018/19 are pooled under a pilot scheme, with £50m top-sliced to fund investment schemes which will enable, amongst other things, growth in the business rate product. Approaches such as this are likely to become increasingly common. They may ultimately work alongside joint ventures which also allow value growth to be captured and leveraged.’

Parking pleas

Parking is one of the most fraught issues in town centres and is frequently cited by businesses as a cause for poor performance. Local authorities are often the parking providers and manage on-street parking. Each town needs a customer-led parking strategy, catering to the different needs of workers, visitors and local residents. Local authorities could seek best practice through the Town Centre Network. New technology offers opportunities to provide streamlined parking by helping locate available spaces, providing cashless payment and flexible durations of stay. The British Parking Association supports the Positive Parking Agenda, a programme inspired by its local authority members, aiming to change the way parking is perceived nationally “improving access to services and the economic vitality and vibrancy of town centre and high streets”.

Business rates

It is important to note that the business rate model is not broken across all sectors, and still works well for offices, logistics and distribution uses. However, it does not work in the retail sector and was held in large part responsible for the 12,000 independent shop closures last year alone.

The government has announced that, by 2021, English local authorities will retain 75% of the business rates they accrue. This is an update on the local government finance settlement of 2015. The reform was intended to be fiscally neutral. The package involves the main local government grant being phased out, and additional spending responsibilities devolved to local authorities. This will allow them to take discretionary decisions on business rate reductions or exemptions.

Business rates are classified as a central government tax, but they are levied on non-domestic properties by local authorities and in 2016/17 raised £29bn in England. The tax is levied as a proportion (the multiplier) of the market rateable value as estimated by the Valuation Office Agency; the multiplier is increased in line with RPI inflation each year. The Budget announced that indexation would switch to CPI inflation from April 2020. From 2013, local authorities have retained around 50% of business rates. Reforms mean the remaining 50% of would also be retained. There is evidence to suggest that the current business rate in the retail sector is no longer fit for purpose and a major review is required to identify other forms tax that can replace business rates in a fairer simpler way such as a sales tax.

In the immediate future, Local authorities will be given powers to cut business rates, while mayoral authorities will be given the power to increase business rates to fund infrastructure projects, provided that they have the support of the local business community via an agreed process. As in the current business rates system, there will also be a need for redistribution via a top-up and tariff system.

In conclusion this section of our review shows that although there is an NPPF, it is not working effectively as it does not account for potential future changes in the sector nor does it provide space for enterprises to flourish. Our FoI request revealed that although some councils had adopted GR1 recommendations only a few have appointed a Town Centre Commission to steer the planning process. Little has been done to encourage enterprise development. Local leadership appears to hold the key to success moving forward. The role of Mayor looks promising in helping to revitalise places. The Scottish case offers real insights in terms of planning and Governance. Parking and Business rates remain as substantial barriers to success.

High Street Digital Retail



Tipping point or digital transformation?

New standfirst: Bricks and mortar retail locations seem to be driving headlong towards commercial oblivion, having lost out to digital shopping channels and apparently with nobody at the wheel. Virtual reality (VR) shopping is coming – but are we ready? This section considers the complex range of challenges – and opportunities – facing retailers, high streets and town centre management, as a consequence of technology.

When the first internet cafe opened in London in September 1994, offering customers internet access for £2.50 per hour, the physical retail environment was put on notice. Virtual commerce had arrived. It allowed Londoners to walk in,

pick up their email, buy books from a cyber bookshop, and surf the net.

The physical and virtual worlds have been merging ever since. Now in 2018, shoppers are increasingly buying their physical goods online, while visiting the physical shopping locations for services such as hairdressers, barbers, nail-bars and coffee shops. This trend has accelerated since the first *Grimsey Review* in 2013. Over 17% of consumers now shop online at least some of the time, compared to just 5% back in 2013. Habits have been changing rapidly, as new technology offers cheaper online alternatives to high streets and retail parks, driven in particular by the rapid growth of smartphone ownership.

How can town management support the transition to experience retail? In this section we evidence conclusions from our research to address the question.

Office for National Statistics (ONS) figures for 2017 indicate that online retail has increased its share of the market to 16.9%, weakening traditional shopping destinations. These purchases are not incremental sales but a shift to a more convenient and increasingly cheaper digital channel.

Data portals – insights, not hindsight

What you can measure you can manage, so it is a priority to establish local data dashboards to gather, analyse and present high street or town centre data to the decision makers and stakeholders.

Information on pedestrian flow and cyclist numbers from footfall sensors for anonymous urban data collection can be used to improve local transport, cycling and parking access, helping to grow the local economy while keeping pollution low.

Combining footfall with open data sources, integrating local transport and data on new retail stores or closures is required to improve value to the town assets. This can help to identify gaps in service and create local models of the economy, using AI-assisted high street planning.

Collaboration and knowledge sharing

Collaborating with existing data portals in London, Bristol, Scotland or Wales to leverage expertise will help to improve local decision-making processes. A new urban knowledge portal centre would provide technical support for the implementation of data platforms for the high street or town centre. This would serve all centres with a shared dashboard and operate as a local Data Portal as a Service.

Digital connect upgrade

Building on the success of the SuperConnected Cities programme, the next phase is enhancement of 4G where there are gaps in public provision, moving forward to 5G

and full fibre for the commercial and retail space, including convenience stores, as these have become common in high streets. Innovative funding models, leveraging the future income stream, must be provided for infrastructure investment, incentivising landlords to supply Space as a Service to tenants. A connected town package must ensure ongoing digital transformation of the top 13 cities and all 1,048 UK high streets in smaller towns – as the major beneficiaries of SuperConnected Cities funding, BT and Virgin Media should engage in constructing town wifi and fibre infrastructure.

Cycling and pedestrian data

Planning of new locations of services is needed for cyclist commuters, such as installing bike hire racks, day-time bike storage and cyclist-counting sensors. Cycling is growing rapidly – but cyclists are not prioritised by town management teams or retailers.

Parking by sensors

For quicker access and a less pollution-heavy search for parking spot, town centres need to install sensors on parking spots that connect to local parking apps, which signal where spaces are available. Sensors should have time functions to alert both traffic wardens and drivers when the pre-paid time is running out. This will minimise the risk of fines while also improving the flow of cars on short-term parking spots.

Joint digital marketing campaigns

People love taking and sharing selfies. By working together on marketing activity to create interesting events or occasions, retailers can offer fresh backgrounds where people will want to take selfies. These are then freely disseminated across social media, via Instagram and Twitter, with the hashtags used by residents or visitors promoting local attractions and retail, driving fresh footfall to tourist sites, leisure venues or shops.

Enhancing digital security

Installation of LED lights in street lamps to improve the quality of lighting on the street, minimises costs and provides the additional benefit of improved security, when CCTV cameras and integration with police systems can be incorporated.

Flexible workspaces for freelancers

Free public wifi attracts freelancers to high streets and town centres, supporting flexible working patterns with Skype-friendly work places. Cafes can support short-term

stays but fast broadband and modern meeting rooms are necessary for a modern collaborative workspace, driving more footfall for traditional shopping locations.

Encourage rebel retail

As the curated mix of retail and service is emerging, following data insights and AI high street models, space is needed to pilot new retail or service concepts. Flexible planning must support reconfiguring of a store to join with its neighbours to form a larger unit, offer a pop-up on upper floors of office buildings or a mix of office-cum-pop-up to underpin the adaptive high street.



The evidence

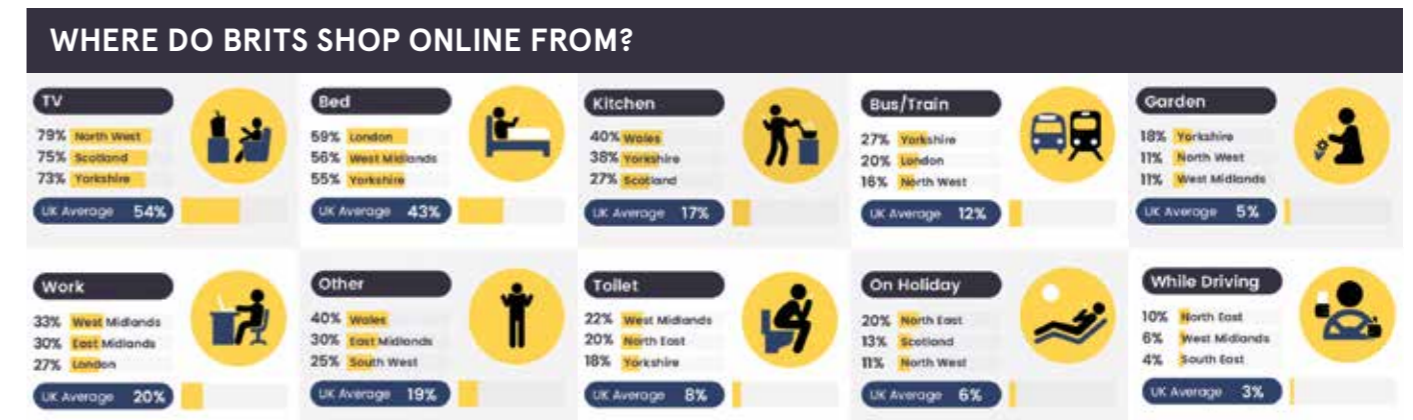
Free wifi in shops has been driven by growth in smartphone use, faster connection speeds, sharp falls in data costs and the rapid enlargement of locations where it is possible to benefit from good quality, free internet connectivity – 24/7.

At the end of 2012, fewer than 36 million UK mobile phone users had a smartphone, representing 44% average penetration. Since then, ownership has accelerated to 53% by 2013, 75% in 2016 and a 83% in 2017. Young adults lead

the uptake, with reports showing that the penetration rate for 18-24-year-olds had reached almost 95% by the end of 2017.

Smartphone ownership among all age groups follows the same pattern as for online shopping, with those aged 25-34 doing nearly all their shopping for goods and services online, while over-65s predominantly use physical locations, either unwilling or unable to seek better bargains online.

Where we use the web



Lingerie Insight, Study of How British Consumers Shop On-Line, 2018

Online shopping was not much fun until 4G but since 2013, it has improved dramatically. UK users have increased their fixed broadband data usage from 8GB per connection in 2008 to 97GB in 2015 and then 132GB in 2016.

Ease of download with 4G, its connection stability and general quality of the experience have improved to the point where people see online shopping as being seamless. UK consumers lead the world in their passion for on-demand TV and Netflix; they are among the heaviest users of catch-up TV tools. Sofa time has become dual-screen shopping time as people simultaneously watch TV and use mobile devices; surveys report that 53% now shop while watching TV. Multitasking consumers even use time on the toilet to browse and order those bare necessities, with 22% of West Midlands shoppers showing a preference for shopping “on the bog” and 18% of Yorkshire consumers choosing the loo over a visit to the shops.

Town centre footfall has been falling by about 10% every three years since 2009, as consumers move to showrooming from stores then shop from the sofa. The remaining footfall in shopping locations is increasingly window-shopping rather than purchasing.

How the web stole Christmas

The increase in sales is particularly visible in December as gift buying has shifted online. December 2014 was the first £1bn retail sales month, while in 2016 sales reached £1.5bn and then almost broke the £2bn barrier in December 2017, including Black Friday. According to Google Search, ‘Cheap Xmas Gifts’ is the leading keyword search every November as online retailers fight to win over shoppers.

UK consumers used to make 200 shopping trips per year, peaking pre-Christmas. Now the average household receives more than 250 home deliveries per year – higher if there is a teenager or a mum in the household.

SuperConnected Cities

Back in 2013 technology – in the form of widely accessible public internet and footfall sensors – was just arriving on the retail scene. The Grimsey Review recommended the UK-wide adoption of free wifi in physical shopping locations.

Following the launch of £150m of investment through the SuperConnected Cities initiative, eight UK cities benefited from the installation of fast broadband and public wifi in 2014.

The aim was to network traditional shopping areas and support free internet access for towns, shops, attractions and events. More than a thousand buildings were equipped with free public wifi and 14,000 small businesses received a broadband grant. Buses, trains and trams were wired up and by 2015, investment of multi-millions had created internet exchanges and cloud computing centres in Cardiff, Brighton, Newcastle, Bristol, Edinburgh and Derby. In 2016 this programme was extended to a further 28 cities in the UK. Social media activity and local marketing followed.

From 4G to 5G

The overall feedback from the SuperConnected Cities programme was very positive. Integrated digital marketing programmes for local retail and attractions under dedicated BID Instagram accounts or just “jumping on a hashtag” led to increased vibrancy and word of mouth about the unique features of each location.

An auction in April 2018 awarded new spectrum to four bidders, with final awards dividing up residual 4G, enhancing bandwidth and allowing some initial 5G preparation bandwidth to become available.

Fewer than 2m free public wifi hotspots were available to the public in 2011. By the end of 2017, that had grown to 80-86% of wifi support across the country, with quality of reception rated in the 85-90% range, meaning that almost everyone can shop online at any time. With the exception of some rural areas, the quality and availability of a mobile

signal is ubiquitous in 2018. The shop-in-your-pocket has become not just a luxury but a basic expectation.

Physical shopping locations with free public wifi soon benefited from a new trend for posting selfies from shopping trips or ‘food porn’ from interesting dining locations on city hashtags, creating grassroots marketing of food venues and stores.

Trouva.com, a leading UK upmarket homewares e-commerce platform, has promoted 300 bricks and mortar boutiques via their Instagram, Facebook and Twitter activity, bringing new shoppers to the stores, as well as driving online traffic via localised digital push campaigns.

Cycling and walking

In the five years since publication of The Grimsey Review, areas like Manchester Market Street, Hammersmith and Holborn Mid Town BID have piloted visitor footfall measurements to generate data on the flow of people past shops, helping landlords and retailers to get an improved understanding of their performance.

The Danish architect and urban design consultant, Jan Gehl, has championed the concept of walkable cities by instigating measurement of cyclists and pedestrian flow in Copenhagen. His base premise is that car metrics are not the only factor. Anonymous footfall counting of pedestrians and cycles in traditional shopping areas should be added to the tools used by town management teams.

Where sensors were installed, the footfall pattern showed hourly tracking evidence of whether the anchor tenant is really attracting the gross of the footfall. These techniques also help to identify and understand “zero intent footfall”, prevalent among millennial ‘showroomers’. Cyclists tend to be low spenders in traditional high street shopping areas because safe bike parking racks outside stores are something of a rarity.

When traditional shopping locations lose a significant chunk of the footfall attractors – in the shape of the big fashion, footwear and kids-wear brands (1,374 such stores closed in 2017 alone) – independent stores are unlikely to be able to sustain the buying footfall. Many shopping venues are approaching this tipping point with increasing velocity. Earlier in this review we predict that some 6,000 retailers are likely to fail within the next three years, further impacting the viability of their surviving high



street and retail park neighbours, and the footfall already damaged by the relentless closure of banks and post office branches.

Parking penalised

Access to high streets and town centres has been hampered since 2013 by an increasingly harsh parking enforcement regime, driven by the impact of central government austerity measures on local authority finances. The number of penalty charge notices – or parking tickets – continues to rise, with a million more issued in 2017 than 2016. The situation has reached crisis point, as shoppers who cannot cycle in, or who are in areas badly served by public transport, abandon traditional high streets and town centres in favour of out-of-town retail parks. High street visitors rate access as their top criteria and good access correlates with average spend increases of between 35% and 38%.

New road sensors for car parking in Roeselare, Belgium, were installed following *The Grimsey Review*. This system allows 30 minutes free parking, after which the sensors send an automatic alert to traffic wardens. This is a simple but highly convenient way of managing short access, allowing people to pick up from convenience and specialist food stores or visit a post office. It also saves money on paying patrolling traffic wardens.

A sensor pilot is under way in Roeselare through the

Cleverciti network, allowing drivers to use an app to find the nearest empty parking space. But in the UK only Westminster and Cardiff are conducting sensor trials on a limited basis.

Instead of supporting access, local authorities have pushed for more fines by delegating parking control to private companies. This is one of many reasons why consumers are moving online.

The technology of the Internet of Things (IoT) is now available, so that finding a non-polluting way of parking fast is almost resolved, bringing automated slot spotting and sensor-based alerts to warn of the risk of a fine.

Electric vehicles

Town centres and retail parks have been slow to respond to the increase in electric vehicles, with current estimates that 4,500 electric cars are being sold each month. The failure to respond to the need for more electric charging points is a lose-lose strategy. Drivers and passengers, waiting for cars to charge up, would surely spend money in local cafes and stores in the meantime.

Blending online with offline

Enhanced customer service through Click & Collect, as we predicted in The Grimsey Review, results from the suc-

successful blend of online and offline. Current forecasts predict that Click & Collect will be used for over £9.6bn of retail sales by 2022.

Debenhams has created a Click & Collect offering which combines with Personal Shopper appointments in the pilot store in Stevenage. Selfridges, Topshop and smaller brands on Trouva.com also report that Click & Collect has been a turning point for maintaining and increasing their footfall.

Fashion and footwear have benefited considerably from Click & Collect as a store traffic driver. Beyond those categories, the service has developed more at local points where customers prefer to pick up the parcel from their newsagent or near-home commuter rail station.

Try Order Return

Fashion stores are adapting to digitally savvy customers, piloting new formats of Try Order Return (TOR). This offers the customer the option to view clothes instore but to order for home delivery as the full stock range is not carried onsite, just a few examples in each size. When the customer receives the item but is still not happy, they can return the product to the store to exchange. The financial advantage is in reducing inventory levels – TOR reduces substantially the number of delivery vans visiting shops – so is also environmentally friendly.

New retail concepts

Stores like Lush, Tiger, Misguided or Sephora that are focusing on providing customers with a multi-sensory personal experience are currently enjoying success – self-service from larger units is part of the recipe. In Lush, customers can mix their own organic facemask or make a bath bomb. Millennials are quite happy doing just that and

Lush has grown sales through digital marketing to drive customers into experiential stores – by encouraging their inner beauticians.

AR drives footfall to furniture stores

Pokemon Go was launched in 2016, inviting players to find, catch and train Pokemons. The creatures appear as if they are in the player's real-world location such as their street or garden using augmented reality technology (AR).

This game opened the door for homeware companies to help customers visualise a chair or desk in the context of their own room. Led by Ikea and Made.com, playful AR options are gaining traction not just with millennials.

Lowe and Anthropologie in the US are leading these developments. Game-loving millennials have the ability to play with digital overlays and toy shops also started deploying AR to show kids completed Lego or Minecraft visualisations. AR is emerging as a part of a new toolkit to bring shoppers back to stores.

Shopping in VR

Virtual worlds are coming and the full virtual reality (VR) shopping experience is emerging. Once the number of frames per second matches what the eye is accustomed to and minimises the feeling of unsteadiness present in current VR shops and games, it is possible to use an interactive glove or haptic grabbing gestures and then drop the product into their virtual basket, as in Dior's VR experience.

5G will be needed for full haptic shopping in VR but the spectrum auction in the UK has just been completed, bringing VR shopping options nearer.

“Premises for stylish cafes and town centre flexible workspaces are still under-supplied”

Cafe working in the freelance revolution

The Grimsey Review predicted in 2013 the growth of freelancers and remote workers contributing their spending to traditional shopping locations, using cafes and flexible workspaces.

Improved broadband and the acceptance of remote working means that more people have moved to a flexible working regime, only coming to towns for meetings or to work two or three days per week in shared work spaces that are springing up in so many town centres.

Flexible workspaces have grown from 2% of office space in 2015 to 7.5% in 2017. Three quarters of this capacity is outside London, so this is very much a national pattern, according to Cushman & Wakefield. Forecasters expect these types of working environments to account for 12.5% of office space by 2020. Flexible workspaces will need broadband upgrades, requiring landlords to act more as service and infrastructure providers, developing 'Space as a Service'.

Local shopping venues, close to where the flexi-worker lives, and those in bigger cities to which they travel, will benefit from these new work patterns. Spending by these types of visitors feed into cafes and collaborative work places like Office Group, WeWork or Second Home, but also hairdressers, gyms, convenience stores and a host of other shops. The revenue of the UK's coffee shops is expected to reach £4.9bn a year by 2020, a significant proportion of which will come from flexi-workers.

Premises for stylish cafes and town centre flexible workspaces are still under-supplied. Research by the Retail Practice has highlighted a whole range of locations, including Lincoln, Aylesbury and Bicester, which have failed to create sufficient capacity for this important cohort of new users.

Affordable shared workspace is one of the urgent priorities for improving high street and town centre density and attraction as a work destination. Each location needs a local policy for supporting flexible workspaces as well as new, innovative retail concepts to serve the emerging freelance audience. The optimal increase in office space density needed can be worked out from the new footfall measurement data, using local high street and town centre sensors.



Retail tech security

High streets and town centres are experiencing a wave of new crimes, including the snatching of phones by moped riders, as well as other violent crimes against visitors and their property. Notably, UK BIDs nationally prioritise safety. According to CACI research this year, if customers feel safe, they spend 24% more when they shop.

Shopping centres and retail parks have responded with increased CCTV coverage, scanners and private policing but traditional high streets must step up to protect shoppers and reduce their fear of crime. New technologies are emerging for better safety, while keeping budgets tight.

Number plate recognition systems are commonplace, but few are connected to local high street dashboards.

Upgrading the integration, improving CCTV networks to include facial recognition, is a vital element of improving public safety, particularly as fast bandwidth networks can be utilised to serve local business. New laws are expected to clarify the use of facial recognition technologies.

Town dashboards

In 2013 we called for local plans supported by a business plan and local data dashboards, to support decision makers, to get local legitimacy and bring local stakeholders on board.

Great progress has been made in creating high street and town centre dashboards in Scotland and in Wales, the data portal, InfoBaseCymru.net. The Understanding Scottish Places project initiated by the *Fraser Report*, led by Professor Leigh Sparks and research fellow Anne Findlay, resulted in development of an online platform which tracks numbers of local retailers in a retail diversity index per town. Information on how local people get to work in towns is helpful for retail, high street or town centre planning. This database currently pulls data from ONS and other national databases. To be a helpful tool for repositioning local shopping locations it needs frequent updates.

Wales has a density challenge in that it has 170 towns or high street locations, but well above the UK average number of smaller settlements with retail clusters that serve populations of fewer than 25,000 people. These clusters are often disconnected from each other, resulting in high delivery costs. Such places are populated by high numbers of retired local people with low retail spend, which makes creating a viable high street offer for those centres increasingly challenging.

England does not have its own high street or towns dashboard, although Open Data Bristol is a live dashboard and Manchester is planning to follow suit. Manchester BID is also subscribing to Springboard camera-based footfall counters to benchmark local footfall against the UK average high street or town centre. London has developed a data portal, London Datastore, run by the Office for Data Analytics, which is a collection of extracts from existing national datasets.

The Consumer Data Research Centre (CDRC) with Local Data Company data, provides analytics such as to which areas have more propensity to turn to online retail fully or partially.



AI in high street design

Data portals are expensive, regardless of whether the data is bought from private providers or as with Hammersmith and Fulham Council installing its own footfall sensors. Existing portals do not provide comprehensive datasets that would give the local high street or town manager the opportunity to identify the weak points and what can be improved. BIDs use Springboard but with limited benchmarking, only against 4,000 retailers. A low-cost solution would entail collaboration on a shared cloud-based, national data portal infrastructure, to which the town management teams can subscribe.

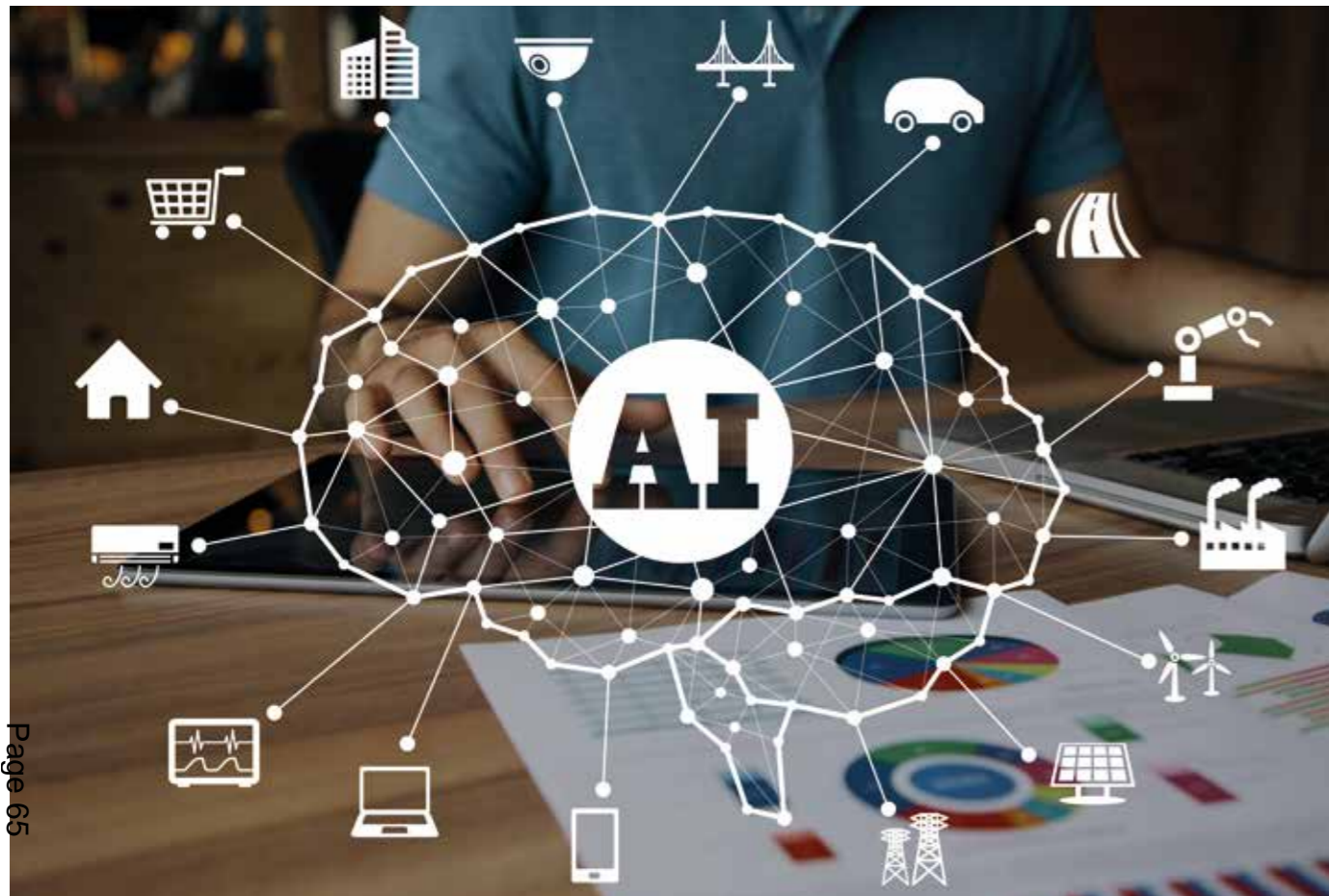
Humans have had a fair go at solving the high street puzzle, but now AI is the planner's new little helper. As noted by PropAI (Slumbers), AI-supported Visual Search has the ability to analyse any photo of a section of the high street and let AI search to find similar locations for comparison. PropAI is creating a framework to use AI to develop commercial Space as a Service, with adaptive use of telecoms.

Initially used for security purposes, Hartford in the USA is using the video data and AI from BriefCam for retail planning, transport enhancements, design of bike paths and public transport improvements. Advances in AI have shown

that it is possible to analyse a satellite image of any high street or town centre and generate a new proposed location that retains the key features of the original sample.

A new type of AI, called generative adversarial networks, can create new models from underlying visual photos, recreating whole patterns from partial data. A small sample of high street image analysis can help to create a whole location. That model – aided with exact local demographics, past and current success of particular local stores, typical store conversion per retail category, frequency of weekly or monthly visits – could support modelling for optimal store mix planning. Dynamic modelling of physical shopping spend patterns over a decade could provide a forecast of the implications as the current population ages or moves according to typical age-related move patterns. As the cost of data storage continues to drop, AI and Machine Learning will be available as a plug in, a service with the value underpinned by the data from the high street or town centre.

Today town management teams can choose to manage decline – or to create the best retail and service environment, comparable with the best physical shopping locations in the UK.



Case Studies

ROESELARE, BELGIUM

Passionate leadership and a clear plan

ROESELARE IS A SMALL TOWN in the heart of West Flanders. It has a population of 62,000 and a reputation for high quality food production, manufacturing and retail.

IN 2014, faced with the prospect of declining footfall and store closures, brought about by the growth of online and convenience retailing, the head of the department of economic development and the town centre manager began to look externally for ideas to revitalise the town. Inspiration came in the form of a presentation of *The Grimsey Review* at a meeting for civil servants in Ostend. Mayor Kris Declercq and his team took the recommendations in the review, tailored them to the Roeselare context and set about developing a plan to transform the town.

THE PLAN

THE TEAM DESIGNED A PLAN to ensure that Roeselare would maintain and develop its position as the leading, 'smart' shopping city in Flanders. It consisted of seven core ambitions and 50 specific actions, contributing to the revenue growth of local traders and ensuring a sustainable future for the city centre. In October 2015, 300 retailers, councillors and politicians attended a launch event, where Bill Grimsey was invited to bring the recommendations to life. As a symbol of commitment to the plan, the retailers and councillors present placed their signatures on a plaque, still displayed in the council offices.



Roeselare's catchment numbers 200,000 and since 2008, the population has grown by 8.6%, with unemployment running at 6.5%. Growth of the economy is at 2.7%, with 7760 active companies. There are 400 shops with a vacancy rate of 8.3%.

Architecture: B2A1, Belgium Photography: Klaas Verdrui

The seven ambitions

1 An inviting public domain Transforming all public libraries into ARhus, a knowledge centre in the centre of the town. Like the original library, ARhus is as a meeting place for the community. In addition, it is now a thriving centre for knowledge exchange, providing resources and training for citizens and companies to enhance and develop their IT knowledge skills and capabilities. It offers access to health services for citizens, with training on how to do blood pressure tests and use 3D glasses.

Developing and enhancing public spaces – the town's squares (Marketplace, Polenplein, Botermarkt and Coninckplein) are a key feature and since 2015, have been upgraded. Designers focused on reducing visible parking areas, introducing more green space and providing uniform terraces and additional seating for visitors. Two streets have also been upgraded. Citroenstraat (Lemon Street) illustrates how clever design has been used to create a distinctive identity for this area.

Creating an aesthetically pleasing, clean and healthy environment – a series of measures in the plan aim to ensure the basic cleanliness of the central shopping area. These include upgrading public toilets with clear digital signage for improved access. Traders receive fines for neglected window displays and excessive display of vacant use notices. The local authority has the power to fine citizens up to €300 for antisocial behaviour such as littering.

2 Support for traders The B(L)OOMS programme is a series of tax redemptions and financial support designed to stimulate trade, encouraging traders to get maximum use from town centre space. Retailers receive funding of up to €15000 for merging two commercial buildings. A refund on property tax is allowed for new retail outlets in the centre, amounting to 75% in the first year, 50% in the second and 25% in the third. A refund of €15000 is available to retailers who move their business into town. Funding of up to €7500 is available to organisations which open a second retail unit in the centre, or for living above a retail shop. A recent initiative was added to encourage residential development above shop space,

with up to €7500 towards renovation costs. All funds are provided by the Flemish government.

3 Smarter shopping Actions include a move to introduce free Wifi in the city centre and the appointment of a city innovation manager. Development of a Citie app offers access to information about parking, shop opening hours and a loyalty scheme with rewards linked to shopping and leisure facilities.

The introduction of digital innovations to improve the instore shopping experience include a touch and go hands free shopping app, allowing customers to shape their shopping experience through their smartphone and interactive dressing rooms.

4 City of experiences Building on the town's heritage, Koers, the traditional cycling museum, was transformed into an interactive themed destination, with live video projection of cycling events, showcasing local and national heroes, and including a new bar and restaurant. The museum runs an educational programme to teach children how to cycle safely. It also hosts the tourist information office.

An opportunity to showcase fresh local products occurs every Friday when the local church, under council control, hosts a covered farmers' market with bar and children's workshop. The Lokaal brings together producers who sell fresh and locally crafted products. The farmers pay a small fee to cover staffing, IT and marketing costs, to sell meat, fish, vegetables and fruit straight from the farm. The on-site children's workshop educates the community about healthy food, nutrition and sustainable consumption. The Lokaal market also organises events such as BBQs and music. It offers picnic baskets for use outside the church on the new, car-free square.

A co-ordinated series of events is considered a critical mechanism to ensure support and enthusiasm from residents. Themed events on national celebrations are popular, as are those which require residents to visit the centre to participate. A Valentines' Day event

consisted of the distribution of 'love ribbons' to shoppers. Each had to write something on the ribbon, a message for a loved one, hang the ribbon on a bridge and leave their co-ordinates behind, with prizes of romantic restaurant meals awarded to eight winners.

With the aim to enhance ambience and atmosphere, a central music system was set up in the ARhus, with eight speakers in the central market through which a co-ordinated music schedule was played. Sustainable lights were also installed, improving the shopping area.

5 Accessible to all Research showed adjustments were needed to make the centre more accessible for parents with children and people whose mobility is impaired, either physically or visually. Promenades were widened and the number of fixed terraces limited. Locations were made attractive to children and young people, with the introduction of play and sports facilities.

Digital signage was introduced to show parking availability and included in the Citie app, while a live roadworks scoreboard also alerts shoppers to potential delays. A more recent innovation has been shop-and-go, a 30-minute sensor, facilitating short-term parking in the city centre. This has proved to be particularly popular with residents.

6 Collaboration between stakeholders Action includes support for networking events for traders, who have the opportunity to join Bizlocator, a matchmaking service which promotes new business opportunities and vacant space.

7 Co-ordinated marketing A city marketing plan includes a central calendar, promoting all major initiatives and events a year in advance.

EVALUATION OF SUCCESS

- **The mayor** and his economic development team measure the success of the plan against a clear set of key performance indicators. These include changes in footfall, shop vacancy rates and patterns of use, as well as increased use of community facilities, such as ARhus and the Lokaal.
- **Community facilities** have been a resounding success, with visitors to ARhus rising from 24,000 in 2013 to more than 36,500 in 2017. The Lokaal also regularly attracts traders and residents. The B(L)OOMS programme has been very popular with 28 approved long-term applications, including 18 from new retailers and four to merge commercial buildings. There have been 11 pop-ups in the two years since 2016. The increase in shop vacancy rates has stabilised over the last three years, footfall trends are also positive.
- **Success would not have been possible** without the passion and commitment of the town's leaders. The mayor and head of economic development are both involved in monthly reviews of progress on all actions associated with the plan. Although the seven ambitions remain, the actions to deliver are constantly revised and updated to accommodate changes in the rapidly evolving place landscape. It

is also clear that the plan has been financed, not by new money, but by better and more co-ordinated use of existing funds.

- **When the Grimsey Review team** visited in April 2018, Roeselare, Mayor Kris Declercq told *ITV News*: "It is good that a city like us has found inspiration in the UK to see how the same problems can generate creative solutions. We're doing well, we're doing better than other cities in Flanders, but still it's a challenge every day. But by mixing measures, like subsidies, like giving investment incentives, we've seen in one-and-a-half years more than 28 new shops."
- **Many of the initiatives** share a common characteristic. They enable citizens to develop new skills and knowledge, underpinned by the belief that there is always something new for everyone to learn. The role of the town as a community hub enables this learning to take place.
- **As the plan** has been implemented over a relatively short period, the process of monitoring success is ongoing. The results to date suggest an optimistic future for the town and its citizens.

STOCKTON-ON-TEES

How to create a community hub

STOCKTON-ON-TEES is a market town in County Durham, north-east England. The town has a population of around 105,000 and the borough totals 238,000. Like Roeselare, Stockton is a regeneration success story, where a town management team has implemented many of the recommendations in the original *Grimsey Review*.

ACCORDING TO NEIL SCHNEIDER, CHIEF EXECUTIVE OF STOCKTON-ON-TEES BOROUGH COUNCIL:

"The vision for Stockton was to develop a big outdoor community centre. In our plan we wanted to capitalise on the area's unique history and heritage, support a wide range of retailers and businesses, and improve the connections to the attractive riverside. By developing safe evening and leisure opportunities in interesting spaces, we wanted to ensure that people don't come to Stockton just to shop! We really wanted to create a community hub destination."



From vision to plan

Nine years ago, this vision was captured in a town centre prospectus. Determined not to compete with the existing shopping centres but to complement them, the plan focused on creating a different type of place, drawing on history and heritage, with investment in community facilities and public realm.

A number of features underpin the planning and development process, which have contributed to the development of a community hub.

Firstly, a commitment to developing a high quality and artist-led solution, incorporating artworks and functional pieces that refer to the town's history and community and give a distinctive and authentic sense of place. A design plan was devised by the in-house design team at Stockton-on-Tees Borough Council, who subsequently won the 2016 Urban Design Group's National Public Sector Urban Design Award for their project. Landscaping and engineering works have incorporated artwork and bespoke features that ensure the designs are unique to the town and rooted in the history and achievements of its residents.

The High Street plinth, housing the Stockton flyer, is an automation combining material and form consistent with the Georgian architecture, with a daily event of movement and sound. It celebrates Stockton's place in railway history, where George Stephenson launched the world's first passenger service on the Stockton and Darlington Railway.

A more recent cultural investment has been the refurbishment of the Globe, a 3000-capacity music and entertainment venue. With the support of Heritage Lottery funding, the theatre – which once hosted the Beatles – will be restored to its former glory. Along with the refurbished Georgian Theatre, both venues will make a major contribution to the growth of the evening economy.

The strong collaboration between the arts community and the council is highly valued. Annabel Turpin, CEO of the Stockton Art Centre (ARC), says: "I am always confident that the council will support our initiatives, however innovative and unusual."

Secondly, there is a commitment to celebrate and share the town's cultural heritage with the community through an extensive programme of events. The council has invested in an 11-strong events support team, who have organised around 90 events. These include; the Stockton International Riverside Festival, which draws 100,000s of visitors; town centre tours, exploring the Peculiar Past of Stockton through a musical walking tour; a specialist market programme; and high-profile music and sporting events.

Thirdly, there is a commitment to invest in creating thriving communities within walking distance of the town, as well as in the centre, entailing measures to ensure the area is an attractive place to live. At Northshore, the Vivo and Whitewater Glade developments now provide more than 200 contemporary homes along the riverside.



Large-scale demolition and redevelopment of older housing stock is almost complete at West End Gardens and Norton Glade provides modern homes within easy reach of the town centre. Townscape Heritage funding has been used to convert the upper floors of buildings in the heart of town. These developments provide modern, diverse and affordable homes for families, which attract people who had not previously lived in the area. The council has also invested in its library and leisure facilities in the town centre.

Space for growth

Alongside these successful community development initiatives, the council has taken major steps to support and incubate retail and business ventures within the town and Enterprise Arcade is one of the most successful ventures. The council used Heritage Grant funding to transform a former department store into affordable, low-risk space for startup retail businesses to trade in a high street environment. Businesses can also get free specialist advice for startup ventures, so that viability can be tested before moving into a larger, permanent location, avoiding the risk of long-term leases or high rents. Onsite management offers advice on how to manage stock, financial management, window dressing or negotiation with suppliers. Since 2011, Enterprise Arcade has hosted 59 businesses, of which 32 continue to trade independently, with 10 located elsewhere in the town centre.

Drake The Bookshop, a regional winner in the 2018 Independent Bookshop of the Year awards, had benefited from six months trading in the arcade. Co-owner Richard Drake now trades in the centre of Stockton but found the earlier experience to be invaluable: "I was keen to develop a social arm to my business, which is why the Enterprise Arcade was particularly good. It provided a low-cost venue to build key relationships," he says.

In addition to incubators for retail or service providers, two purpose-built spaces for digital and creative startups operate in the heart of Stockton and the riverside. Fusion Hive and Digital House provide modern office space for entrepreneurs. Gloucester House and Beaumont House have provided further office space in renovated heritage buildings, creating space for more than 30 businesses.

Support for businesses

And there are other forms of support. The council has introduced business growth initiatives to ensure Stockton town centre attracts and supports all retailers, including a retail grant scheme to encourage businesses to occupy

previously vacant premises. A 50% reduction of rates is available for two years and a shop frontage scheme supports new signage or general improvements to the retail outlet. A dedicated retail support service offers shop owners or managers mentoring and startup advice on everything from merchandising and window displays to training, and finding the right suppliers.

The development of an accredited training programme for would-be market traders is endorsed by both the National Association of British Market Authorities (NABMA) and the National Market Traders Federation (NMTF). NABMA CEO, Graham Wilson, says: "Stockton's markets are among the best in the country and the council is to be congratulated on the work they are now doing to improve trader skills. Markets face many challenges in the modern retail environment and initiatives like this will help us to be better equipped to deal with these challenges. Stockton is leading the way leading the way in helping traders. I hope others will follow."

Challenges to success

As with Roeselare, it is clear that success here has been achieved largely through the efforts of a proactive council with passionate leadership and a team that works closely together to make change happen. A key contributor has been the Business Improvement District (BID), established in May 2016. Although made possible initially by the support of local businesses, the BID leaders are quick to acknowledge the importance of the community focus to their role and activities.

For the council, a key indicator of success continues to be the Ipsos MORI survey of changes in citizens' perceptions. There was a substantial improvement in 2015 when 83% of respondents cited a liking for the town centre, compared to 69% in 2011. Public perception continues to improve. In 2016, the town's regeneration achievement was recognised with the Rising Star award in the Great British High Streets competition.

Despite this success, the council's chief executive acknowledges that significant challenges remain: "There is too much empty retail space and property owned by absent landlords who appear content to do little but wait for the next big retailer to arrive," says Neil Schneider. "Then there are the failings of permitted planning development and local planning decisions being overturned on appeal, complexity and timescales associated with compulsory purchase and unequal distribution of national funding to support art and culture."

Common themes emerge

Community involvement

A key message from *The Grimsey Review* in 2013 was the acknowledgement that local people have an important role to play in developing communities and their passion, knowledge and commitment should be captured and managed. The call for evidence for this review has provided many examples of strategies that have been successful in mobilising this enthusiasm.

As one respondent commented: “We engaged with the community from the start and let them share our vision and plans so they feel part of the town once more. When businesses support the community, community supports the businesses. We need to give people a place they are proud to live in but also develop that desire to keep it thriving. It’s about bringing businesses, people and places together.”

These two examples illustrate how place leaders have successfully captured the views of traders and residents.

Bishopthorpe Road Traders

This high street in York appears to have reversed the national trend of store closures and declining footfall. In 2008, a fifth of the shops lay empty. But by 2013, *The Times* had put the Bishy Road area at number nine in its top 20 list of cool places to live in the country. And in 2015, it won the Great British High Street award.

Today Bishopthorpe Road hosts a thriving community of cafes, restaurants and traditional retailers – of 80 businesses, 90% are independents – and attracts thousands of visitors on a regular basis; street parties and events are well attended. According to Johnny Hayes, local councillor and co-owner of the kitchenware shop, success has largely been achieved by pulling together the resources, passion and commitment of the traders in the Bishopthorpe Road Traders’ Association. It has a website and membership structure to co-ordinate and mobilise the resources of the businesses.

Johnny acknowledges, “You don’t need to have a formal constitution to work together,” but the association ensures clarity about how things should be done and guarantees traders a say on an ongoing basis. “At our first meeting we had 30 members and we now have over 100, so we must be

doing something right. Bishopthorpe Road Traders’ Association was formed to protect a unique street in York from the worst of the recession. Our actions are not just about making money. It’s about giving something back.”

Growth board appoints commission

In December 2015, Rushcliffe Borough Council established a strategic growth board to help ensure effective delivery of housing and economic growth. The board provided an important forum for the leader in relation to the Economic Prosperity Committee and local enterprise partnership – D2N2 – the LEP for Derby, Derbyshire, Nottingham and Nottinghamshire.

The strategic board was supported by local growth boards which developed their own work programme and action plan to respond to particular local needs and issues. The West Bridgford Growth Board has a particular focus on sustaining the economic prosperity of the town centre and in particular, the principal retail areas of Central Avenue, Gordon Road and Tudor Square. In order to understand the issues from the user perspective, three West Bridgford Commissioners were appointed to provide external expertise and importantly, independence. Their remit was to directly seek the views of local residents, businesses and community groups and deliver a focused, transparent and informed report to help steer the work and vision of the growth board.

The resulting West Bridgford Commissioners report has provided a rich source of quantitative and qualitative evidence, which is now being used by the council and its partners to support the development of strategic, policy and operational actions and sustain the economic vibrancy of the town centre.

Creating the plan

The Grimsey Review highlighted the importance of having a methodology and timetable to enable local authorities to produce a town centre business plan, identifying clear timelines as well as capital and revenue costs and benefits. The evidence review uncovered some excellent examples of detailed planning.

Bringing the plan to life

Market Rasen Town Council’s Three-Year Vision is defined around five strategic priorities. Firstly, a focus on the environment and heritage, with the aim of making Market Rasen an attractive place to live in, work in and visit. Secondly, health and wellbeing, to address poor health outcomes and social vulnerability. The focus on leisure and culture has the aim of giving people of all ages a wide choice of music, entertainment, theatre and live events. Highlighting development and the economy is an aim to ensure Market Rasen develops the housing, business and commercial capacity for its future growth and helps to address skills deficits. The fifth priority is transport and access, with the aim of influencing responsible bodies and transport providers to deliver a good quality and affordable service for residents and businesses.

The council’s strategic vision sits within the context of West Lindsey District Council’s economic growth strategy. Market Rasen Town Council’s strategic priorities support the district council’s ambitions: for example, the focus on showcasing the town’s architectural heritage and creating a buzz in the town with live events, both support West Lindsey’s ambition to create a strong visitor economy, attracting visitors and serving the needs of the local community.

Crucially, the vision is a live document and forms the basis of the town council’s essential engagement with its community. It gives a framework and reference points for a meaningful dialogue with all the council’s stakeholders. A structured programme of engagement and listening events with residents and the wider community is ongoing.

According to The Grimsey Review, each plan should also recognise and celebrate difference with a unique selling proposition and vision, based on the heritage of the place. Many examples illustrate how success had been achieved through making explicit links to culture, history and heritage, often through careful and creative event management. Bassetlaw District Council recently received a £1.28m grant from the Heritage Lottery Fund, boosted to approximately £2.3m with funds from the council and local businesses, to enable empty buildings and sites to be brought back into use and linked to the town’s Pilgrim history. Gainsborough is another example of a market town which has capitalised on a rich heritage in developing its vision for regeneration.

Linking heritage to growth

Gainsborough is a traditional market town, 20 miles north of Lincoln. It has a population of 21,000 and an economic pull from Scunthorpe, Doncaster and Lincoln. The town has an ambitious growth plan, with its population predicted to rise to 30,000 by 2036, supported by the development of 4,350 new homes. As well as a commitment to new housing, the plan is focused on heritage-led regeneration.

In the medieval period Gainsborough developed as an inland port, bringing steady growth. The medieval influence is reflected in the built assets of the town centre. Gainsborough has a history of engineering and manufacturing, becoming a centre of production in the Victorian era. Structural changes in the national economy have led to severe deindustrialisation in the town. This has left a legacy of brownfield land along the riverfront, some of which has been developed into housing. To address deindustrialisation and deliver housing-led economic growth, West Lindsey District Council launched an ambitious INVEST prospectus for Gainsborough, supported by an £18m public sector fund in 2016. This includes a heritage-led master plan to regenerate the town’s historic fabric, which will subsequently act as the catalyst to the wider renaissance of the town centre.

Actions to capitalise on heritage assets include conversion of the Grade II-listed Marshall’s Yard at the eastern end of the town in 2008, which established Gainsborough as a sub-regional retail destination.

In Gainsborough Town Centre Conservation Area, there are two Grade I-listed buildings – Gainsborough Old Hall and All Saints Church – two Grade II* buildings, Elswitha Hall and the former county court, together with various clusters of Grade II-listed buildings. These assets represent a significant opportunity for heritage-led regeneration.

National and international associations are not adequately celebrated by the town: it is reputed that King Canute failed to turn the Trent Aegir – a tidal bore on the River Trent – and Richard III visited the Old Hall. The latter is associated with the Pilgrim Fathers. With the anniversary of the Mayflower in 2020, the aim for the centre of Gainsborough is to respond to this historical opportunity. The Mayflower 400 project seeks to celebrate the town’s pilgrim heritage through a programme of cultural events and visitor trails, aimed at the American market.

Various grants are contributing to improvements in the town centre. West Lindsey has introduced a shopfront scheme to restore historic shopfronts and create attractive spaces for retailers, who can bid for grants available of up to £15k. A bid to the Heritage Lottery Fund to secure a Townscape Heritage Initiative for Market Place and Lord Street will result in an investment of £1.85m in the town’s heritage assets, assisting in the restoration of historic shops. The Living over The Shop fund was launched in June 2018, providing incentives for owners to convert the upper floors of retail properties, to deliver more housing in Gainsborough’s historic urban core.

Getting the mix right

The first conclusion in *The Grimsey Review* was the need for town centre or high street plans to encompass a complete community hub solution with housing, arts and entertainment facilities and business, sitting alongside retail. This emphasis has been reinforced by those involved in the very successful Scotland’s Towns partnership.

“**The key to Scotland’s approach** was understanding that the solution needed to look much more widely than retail and the high street. This means that energy, utilities, transport, culture, telecommunications, cycling and walking, heritage and culture, tourism, health or housing are all normally engaged when developing collaborative partnerships.”

For many the key to developing the right mix of retailers and services, has been understanding the distinctive nature of their particular location and tailoring the offer accordingly. A number of research projects have used some variables to ‘segment’ towns, providing useful guidance for managers undertaking this task. One such study is outlined here.

Analysing footfall for meaningful segmentation

As part of the Innovate UK Bringing Big Data to Small Users project, researchers from the School of Computing and Mathematics at Cardiff University and the Institute of Place Management at Manchester Metropolitan University have used Springboard footfall data to develop a new classification of UK town and city centres. Drawing from a vast amount of raw hourly data gathered from counters located within 155 UK centres that have been operational for a period of between two and nine years, the team used K Means clustering techniques firstly, to produce four convincing signature templates and secondly, classify each of the 155 retail centres as one of the four signature types.

Comparison shopping centres tend to be located in the larger town and city centres and their monthly signatures can be identified by a footfall peak in December, coinciding with the Christmas preparation period.

Holiday towns are busier in the summer months and footfall drops right down in the winter.

Speciality centres seem to be a hybrid between comparison centres and holiday towns, having peaks in summer and December, although these are not as pronounced as they are in pure comparison and holiday centres.

Multifunctional centres tend to have more of a flat profile throughout all the months of the year. Multifunctional centres can be city centres, in which case they are anchoring a regional economy or small and just serving a local community or convenience catchment.

The researchers suggest that understanding towns by examining their signature type enables more sensible plans for action to be developed for those managing different classes of towns. For example, managers of speciality centres should concentrate on a mix which offers something unique and special, with heritage as the main anchor to attract visitors for a longer period. Management and marketing strategies should focus on protecting and promoting identity and positioning.

In Wales, Woods (2011) identifies a typology of towns based on population, economic activity and service function classifying towns into sub-regional centres, anchor towns, island towns and niche towns.

One type of town which appears to be prospering in the face of a downward retail picture is one focusing on offering specialised and locally sourced goods and services. Birkdale village in Southport is a good example. It is a designated conservation area which supports around 50 independent businesses, including a speciality fishmonger, butcher, chocolate and card shop as well as restaurants with an innovative fresh food offer. The emphasis in the mix appears to be offering locally sourced products and services which consumers have to be physically present to consume.

Other research has identified the broader mix of facilities needed to create a healthy high street. A report produced by Public Health England and the Institute of Health Equity considered good place-making in an urban setting. The report highlighted the need for a health-promoting retail mix but also urged place managers to consider shaping the environment to be inclusive of people from all walks of life, to be easy to navigate, to offer places with shade and shelter and places to stop and rest with cycling and walking options, low levels of noise and air pollution and a place where citizens feel relaxed and safe.

According to Professor Laura Vaughan from the Bartlett School of Architecture at UCL: “Well-designed high streets can be seen as a public health asset. They can provide public space that is inclusive of people from all backgrounds

and ages – and accessible to people of all levels of mobility; they can provide a centre for people to gather, to feel relaxed and to connect with others socially. They are therefore important both for physical and for mental wellbeing.”

One example cited in the report is the ‘Play on the way’ scheme at Marlowe shopping zone, Hemel Hempstead. The interventions here included establishing five new play areas along the high street including tightropes, water play, balancing balls and trampolines. The goal was to encourage increased footfall and dwell times by a broader range of high street users, including families. This activity is part of a larger regeneration project, which has resulted in a 64% reduction in the number of empty shops and units in the town centre.

It is widely known that older consumers are going to make an increasingly important contribution to the economy, with predictions from the ONS in 2014 suggesting that by 2037, the number of people aged 65 and over will account for nearly one in four of the total UK population. The evidence review uncovered interesting research exploring alternative design scenarios to address the needs of this group. However, little of this appears to be being trialled in practice.

Our evidence review uncovered a number of other initiatives, which appear to be contributing to an innovative and thriving retail mix.

Clicks to Bricks

Tony Boothroyd, owner of Vinyl Tap, a store in Huddersfield, appears to part of a wider trend in the retail landscape, expanding from a Clicks to Bricks business. A recent report has highlighted a number of retailers nationally who, having started as online providers, have been successfully opening, rather than closing physical stores. In Tony’s case he was selling records and CDs on the internet two years before Google was even invented and described himself as a genuine pioneer of online selling but now he’s back on the high street. He believes Vinyl Tap provides an authentic shop atmosphere and acts as a shop window to his online portal. A series of special promotions helps generate recognition through social media. The evidence suggests that Clicks to Bricks retailers have the advantage of having a strong consumer database and a clear

Strategic Priorities and Underpinning Objectives	Activities	S,M,L	Estimated cost
1 ENVIRONMENT AND HERITAGE Making Market Rasen an attractive place to live, work in and visit. WLDC Economic Plan Priority 1	1.1	L	£300k
	1.2 Old Police Station re-development to form a town heritage and tourism information hub	L	£200k
	1.3 Showcase the Grade 2 listed Magistrates’ Court and Police Station as a visitor attraction and town heritage centre. Build on the success during 2017 of Heritage Open Days and WW1 exhibition and community event.	On-going	£3k

view of the role the physical store plays in the channel mix. He stages live bands, cinema evenings, hosts record launches and works with local breweries and restaurants to offer joint promotional events. Tony believes his specialist business helps attract visitors to the area and contribute to Huddersfield's distinctive position and heritage.

Taxes – and incentives

The Grimsey Review recognised that taxes and incentives would be required to create a more level playing field for businesses and support the development of an appropriate community mix. The case study of Roeselare illustrates how a series of tax redemptions and financial support, in the form of the B(L)OOMS programme, has helped to stimulate trade within the town. Retailers receive support from the Flemish government if they merge buildings, bring in new business or open an additional business. Support is also available in the form of support for renovation if retail space is reconfigured for residential use.

Kirklees Council in West Yorkshire has experienced success with an initiative to bring more town centre buildings in Huddersfield into residential use. Within two years, 2,000 people had moved into the centre, supporting the belief that this would stimulate demand for goods in the remaining shops.

The issue of what series of taxes and incentives should be implemented for maximum effect is a challenge facing towns across the globe. The example below illustrates an economic stimulus policy successfully implemented by the economic development team at Upper Hutt City Council in New Zealand.

Stimulus improves retail offer

According to the economic development manager of Upper Hutt City Council, the economic stimulus policy was designed to help to attract new retail into the city centre. It was developed, based on years of feedback from the community about how best to reduce high vacancy rates. Previously the council had invested heavily in initiatives to improve the presentation of the central business district, with limited impact. The policy has been trialled over for three years and has been so successful that the council has extended it for another three years. To date, off the back of just \$1.5m worth of council investment, the policy has enabled investment of more than \$10m, with \$6m of this being invested into the city centre alone.

Various forms of stimulus are outlined in the plan but some of the most successful have been the retrofitting grants, with money available to assist with costs associated with retrofitting an existing empty site. The grant assists with costs such as demolition work, building, electrical, plumbing, painting and flooring. The process calls for applicants to apply to the council with their business idea and supply all the documentation and quotes for the work they need to do to bring their store to an operational standard. As well as evidence of costs, applicants must also provide invoices at the end of the project. The application is presented to a council panel, who assess the merit of each application, in particular what it offers to the community. A decision is made whether or not to support the application. If approved, the council carries out due diligence to ensure the work has been carried out. The majority of applicants have received the 30k grant for shop fit-outs, if they can evidence costs of more than 70k to retrofit the site.

The policy has realised many other significant benefits. As well as creating new employment in retail within the community, it has also created significant work streams for many contractors. In 2013 a portion of the city centre Main Street had 23 vacant shops. There are currently approximately eight. Since 2013, 16 new retailers have arrived and more than 22 businesses were assisted through the economic stimulus policy. It has made a real impact in terms of raising the quality of the retail offer.

Enthusiasm and engagement

The findings from *The Grimsey Review* recognised the importance of capturing the passion, enthusiasm and emotional responses of its residents in the development of a community. The evidence review has shown that a strategic and innovative schedule of events is often the most effective way to capture this commitment.

Johnny Hayes, the chairman of the Bishy Road Traders' Association in York attributes a large part of its success to one early event.

"It all started four years ago when we had our first street party. We were asked by a car-free-city conference held in York if we would like to trial an event on Bishopthorpe Road. The idea was to close our busy road to traffic, hold a community event and see what the impact would be. The traders all agreed and worked to arrange a street party. Within minutes of the road being closed to traffic thousands of people had filled the streets. We have held at least two street parties every year since."

As well as street parties and other events, markets have proved to be a very successful way of capturing the emotions of the community. Borough Market in London for example is a very successful magnet for visitors. A recent report described the visitor experience: "The scents of cheese, herbs and spices, grilled meats; the sociable din of the souk; the retail visual theatre that stands comparison with the best in the world; the tactile interaction with people and products."

Buzz about a place

Joe Barrett a pioneer of the teenage market and chair of the Stockport Portas Pilot town team group, illustrates how markets and events have played a part in the regeneration of Stockport Old Town.

On Foodie Friday every month, hundreds of people come together for street food, craft ales and live entertainment from local talent in the beautiful surroundings of the Old Town.

The event has created a vibrant atmosphere in the Market Place, positively impacting the trading conditions of surrounding businesses, bars and venues. In 2016 it won the Best Pop-Up, Event or Project award at the Manchester Food and Drink Festival. Foodie Friday now has an estimated annual impact of £250,000 for the local economy in Stockport, making it incredibly important for the business community, which has also attracted additional investment into the Old Town as a result.

Foodie Friday has been so successful, that Knowsley Council has asked for help in replicating the event in Huyton over the summer.

Old Town Fringe Festival is established as a landmark annual event, bringing thousands of people to experience music, art and culture. With its creative combination of art, music and street entertainment, the festival has become Stockport's unique answer to the Edinburgh Fringe.

The festival brought world-class artists together, transforming the Market Place with colour and vibrancy, leading visitors to describe it as the Covent Garden of the North.

The Stockport Old Town Folk Festival celebrates the heritage of local folk culture through performances of folk dance, folk music and street theatre. A celebration of St George's Day, the annual event introduces the local community to the world of folk culture, involving over 300 performers of all ages each year.

The first ever Folk Festival in 2015 attracted an estimated 10,000 people over four days, with an estimated 5,000 people attending activities on Sunday.

The days of Norse invaders and knights in armour were revived when Stockport Old Town stepped back 1,000 years for the Medieval Viking Fair. There were battle re-enactments, a Viking longboat and an array of medieval stalls. Each of the three days had live music in the local church and the Market Place and more than 7,000 people visited.



A **fringe festival event** celebrated Christmas, including the first switch-on of a Christmas tree in the Market Place, with free mince pies, mulled wine and festive tunes on offer.

The **success of the teenage market** has been impressive, with over 250 Teenage Market events running in 50 locations across the UK, over the last five years, giving a free platform to more than 5000 young entrepreneurs.

The **development of Foodie Friday and The Teenage Market** is now overseen by a company called Market Innovations, established by Joe Barrett to bring new ideas to revitalise the markets industry in the UK.

Digital tools

Another key message from *The Grimsey Review* was the need to harness technology to improve the high street

experience. Recommendations included establishing a wired town, taking steps to develop understanding of the digital capability of citizens and placing libraries at the centre of digital development. ARHus, the knowledge centre in Roeselare, which has replaced traditional libraries is an excellent example of one initiative. Others, which have been gathered as part of the evidence review, are summarised here.

Campaign increases digital influence

The **#WDYT (What do you think?) campaign** is a proven way for retailers, towns, and cities to collaboratively increase their digital influence to increase local footfall and sales. The campaign is being delivered by Maybe*, in association with GFirst LEP, Gloucestershire's local enterprise partnership. It is an output from the Future



High Street Forum that is being delivered and funded by a private company, with towns paying to participate. One of the outputs of this activity is the UK Digital Influence Index which measures the social media output of over 150,000 retailers in over 1300 towns in the UK on a daily basis.

The **ability to measure digital output** by place has enabled both the impact of the campaign to be quantified and has linked it with physical data points; footfall and sales. This has enabled towns and retailers to match digital positive increases in footfall and sales to their increased digital activity. Towns and Retailers engaging in the #WDYT campaign have had a rapid and significant increase in digital influence and output. This has proven to be a catalyst that encourages retailers to accelerate their digital strategy.

The **campaign** stems from the belief that every place is the sum of its digital parts. Places that do not have the skills or ability to engage their customers through digital channels will have less footfall and sales. Enabling and encouraging places and retailers to think about serving their customers in new ways is key to the evolution of our high streets.

Work across 16 town centres, with a wide range of retailers has demonstrated that using this conversational approach can increase digital conversion rates by over 3% and physical footfall by over 20%. Stafford, Cheltenham and Gloucester are cited as successful case studies and the learnings here have enabled the development of a replicable and scalable process that can be repeated in every town across the UK.

Navigating place

A **number of digital apps** are being developed to help consumers navigate around town centres.

Gojauntly allows consumers to find, upload and share unusual walks in a particular location. The routes highlight interesting places to eat, toilets, as well as details about flora and fauna. Although town centre managers are used to providing standard maps for users, this app encourages members of the community to share their favourite routes and locations with potential visitors

HotStepper is a pedestrian navigation app that does not rely on a map. It has an augmented reality tour guide who, when viewed through the phone camera, leads you down the best walking path to a particular location. The cartoon guide brings fun to the navigation task.

Smartstreet sensor

GEO-Sense is one of a number of footfall analytics systems, which uses wireless signals to track visitor footfall. Using wifi, visitors are tagged with a unique ID and their movements tracked around a location using small, low energy access points. By utilising the unique ID, GEO-Sense also captures how often someone comes to the venue and how long they stay. It can differentiate between walking visitors and those in a vehicle and displays all this data to provide graphical, in-depth analytics. This enables an operator to know what is happening at their venue in real time. GEO-Sense requires no sign up, visitors do not have to connect to be captured and the system is completely anonymous.

Digital loyalty

Many place managers have been trialling various types of location-based loyalty schemes. Rewarding Visits had already introduced a retailer app in Sutton Coldfield, in association with the town centre's BID. Running on any tablet or mobile phone, it enables retail businesses to scan a consumer's unique code whenever they show their Sutton Card or app. Each retailer sets its own rewards and the number of trigger visits: from once for a welcome offer through to five visits for a free coffee or 10% off at the till. A scan with the retailer app records the visit, recruits the visitor to the retailer's database and enables analysis of behaviour and targeted follow-up communication.

A **major challenge** facing those implementing such schemes has been getting buy-in from retailers, particularly those who are part of a national chain. Getting permission from head office to take part in a local scheme, as well as the chain operated one, can be problematic.

What they share

Each of these submissions to *The Grimsey Review 2* shows that in places around the country, often with scant resources, people are working together to have ideas, defining their vision, devising and implementing plans for their town centre or high street and bringing people together. Around the country, people are determined that the shift from shops to online retailing will not mean the end of the high street or town centre, but the resurgence of the community hub.

Authors' Biographies



BILL GRIMSEY

Bill is a retired retailer with 45 years active experience. During his career he held senior director positions at Budgens and Tesco before becoming the managing director of Park'n'Shop, Hong Kong's leading supermarket chain. He was also the CEO of Wickes, the Big Food Group (Iceland and Booker) and Focus DIY. He was author of *Sold Out: Who killed the High Street* in 2012. He holds a number of non-executive director posts and led the publication of *The Grimsey Review: An alternative future for the High Street* in 2013. In 2015 he was awarded an honorary doctorate in Business Administration by the University of South West England for his contribution to retailing.



MATTHEW HOPKINSON

Matthew has worked in retail and property data for over 20 years. He established The Local Data Company as the 'go to' source on Britain's retail places. He has worked with retailers, landlords, investors, local authorities and BIDs. In 2018 he co-founded Didobi, advising on data assets implementation, optimisation and monetisation. He is a visiting professor at UCL.



JACKIE SADEK

Jackie has 30 years in property development and urban regeneration, specialising in public-private sector partnerships. Founder and CEO of UK Regeneration, currently seeking to regenerate a market town with 1,500 new homes in Bedfordshire. From 2014-16, she was adviser to Greg Clark, Minister for Cities and then Secretary of State for Communities and Local Government.



KIM CASSIDY

Professor of Services (Retail) Marketing at Edge Hill University, Kim is also academic director of the National Retail Research Knowledge Exchange Centre (NRRKEC) at Nottingham Business School. Kim is passionate about maximising the impact of academic research on retailing and has worked with the Economic and Social Research Council. Her research is on customer engagement in retail.



NICK HOOD

Risk analyst Nick is with business rescue firm Opus Restructuring. He maintains informal links with Company Watch, the corporate financial health monitoring specialists. A chartered accountant and licensed insolvency practitioner for over 20 years, he was CEO of two listed companies and held senior positions in the engineering, publishing, advertising and construction sectors.



EVA PASCOE

Eva pioneered ecommerce in UK, as Arcadia Group's first director for ecommerce. She has 20 years in e-retail technologies, developing the fashion web shop for Topshop and omnichannel formats for UK and European chains. As Ecom/Shopify Plus director at The Retail Practice, she supports digital growth of online brands. Eva invests in digital fashion startups and advises on Crowdcube fundraising.



MATT BAKER

Matt has worked in business, politics, academia and journalism. He is a passionate campaigner for community led regeneration. He specialises in shaping strategic communication plans and has previously worked for a former cabinet minister and also at the Centre for Public Policy and Management at Manchester University.



CHRIS SHELLARD

Chris worked in local government for over 30 years in senior roles in regeneration, planning and social and economic policy. He was director of the Regional Centre for Neighbourhood Renewal and consultant to several local authorities. In his role as development director for Lee Valley Estates, he was responsible for delivery of Hale Village, a large mixed-use development in north London.



VANESSA DEHULLU

Team leader of the economic department of Roeselare in Belgium, Vanessa has focused on the development of the city centre, which has led her to become a retail expert by experience, helping to create the vision and an action plan to fight emptiness in shopping streets, stimulating visitor rates and boosting innovation. Vanessa is often invited as a speaker on these topics other Belgian cities.

APPENDIX ONE

INSOLVENCY STATISTICS	2017	2016	2015	2014	2013	5 YEARS TOTAL 2013-2017	5 YEARS TOTAL 2008-2012
Voluntary liquidations	872	797	779	923	1,063	4,434	4,614
Compulsory liquidations	170	171	191	192	182	906	1,562
Administrations (Note 1)	93	61	88	73	137	452	1,160
Company voluntary arrangements	18	11	24	33	32	118	77
Personal Bankruptcies	254	264	277	391	544	1,730	4,445
TOTAL FAILURES	1,407	1,304	1,359	1,612	1,958	7,640	11,858
ALL BUSINESS INSOLVENCIES	21,662	21,267	19,512	22,236	24,577	109,254	154,262
% OF BUSINESS INSOLVENCIES	6%	6%	7%	7%	8%	7%	8%

Note 1: 2008-12 figure includes 216 Administrative receiverships
Source: The Insolvency Service

ZOMBIE COMPANIES with liabilities at least £5K greater than their assets		
Number of retail companies	10,216	20,152
Combined deficit	£1.9bn	£2.3bn
Percentage of all companies	19%	46%

Source: Company watch

APPENDIX TWO

MAJOR RETAIL FAILURES 2007 - 2018			
YEAR	NUMBER OF FAILURES	STORES AFFECTED	STAFF AFFECTED
2018 (to 7 June)	25	1,962	28,001 (note 1)
2017	44	1,383	12,225
2016	30	1,504	26,110
2015	25	728	6,845
2014	43	1,314	12,335
2013	49	2,500	25,140
2012	54	3,951	48,142
2011	31	2,469	24,025
2010	26	944	10,930
2009	37	6,536	26,688
2008	54	5,793	74,539
2007	25	2,600	14,083
TOTALS	443	31,684	309,063
2008-2012 TOTALS	202	19,693	184,324
2013-2018 TOTALS	191	7,429	82,655
ANNUAL AVERAGE 2008-2017	39	2,712	26,698

Note 1: amended to include Carpetright & New Look CVAs
Source: Centre for Retail Research

Appendices

APPENDIX THREE

FINANCIAL HEALTH OF RETAIL INDUSTRY & SUPPLY CHAIN						
SECTOR		NUMBER OF COMPANIES	AVERAGE TOTAL ASSETS	AVERAGE TOTAL BORROWINGS	AVERAGE NET WORTH	
		#	£'000s	£'000s	£'000s	
RETAIL	Companies with assets >£20K	46,493	4,021	883	1,369	
	Companies with assets < £20K	7,299	11	1	12	
	Totals for Retail	53,792	3,477	763	1,181	
SUPPLY CHAIN						
Agriculture	Totals for Agriculture	17,739	1,577	212	870	
Manufacturers	Totals for Manufacturers	37,331	17,496	3,394	10,226	
Wholesalers	Totals for Wholesalers	44,751	3,140	760	1,032	
	Supply chain Totals	99,821	8,231	1,648	4,441	
	Retail industry & Supply Chain	153,613	6,566	1,338	3,300	
INDUSTRY SCALE						
		NUMBER OF COMPANIES	TOTAL ASSETS EMPLOYED	TOTAL BORROWINGS	TOTAL NET WORTH	
		#	£'000s	£'000s	£'000s	
	Retail	53,792	187,028,955	41,058,698	63,534,562	
	Supply Chain	99,821	821,650,044	164,501,145	443,350,756	
	Overall	153,613	1,008,678,999	205,559,843	506,885,318	

Source: Company Watch

AVERAGE HEALTH SCORE		COMPANIES IN COMPANY WATCH WARNING AREA		
2017	2012		2017	2012
(Max 100)	(Max 100)	#	%	%
42	40	18,929	41%	44%
27	26	4,659	64%	66%
40	39	23,588	44%	47%
45	57	6,560	37%	25%
41	46	15,675	42%	35%
42	47	17,909	40%	33%
42	48	40,144	40%	32%
41	44	63,732	41%	39%

The technology chapter has accessed and used the following reference points to evidence the facts presented and the conclusions reached:

CACI report
 Prof Cathy Parker, <https://theconversation.com/five-ways-to-save-britains-struggling-high-streets-90362>
<https://www.ons.gov.uk/businessindustryandtrade/retailindustry/bulletins/retailsales/october2017>
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<https://www.kantarworldpanel.com/en/PR/The-rise-of-single-person-households>
 Association of Convenience Store submission to Grimsey Review 2
<http://www.bbc.co.uk/news/business-36268324>
 The Retail Practice report The Era of Mobile First Shopping, see Annex 1 for details
<https://www.gov.uk/government/news/superconnected-cities-scheme-helps-14000-small-businesses>
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<https://www.ofcom.org.uk/about-ofcom/latest/media/media-releases/2017/service-quality-telecoms-providers>
<https://www.independent.co.uk/life-style/food-and-drink/millennials-restaurant-how-choose-instagram-social-media-where-eat-a7677786.html>
<http://www.maybe.xyz/retailer-blog/why-we-are-part-of-the-wdyt-collaboration>
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https://www.silicon.co.uk/data-storage/bigdata/westfield-data-personalisation-shopping-215561?inf_by=5adcea18671db8e17f8b5abb
 The Retail Practice, Bicester High Street <http://www.theretailpractice.com/wordpress/wp-content/uploads/2013/09/Bicester-report-3.9.13-FINAL.pdf>
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<https://www.ft.com/content/7bbd9a9a-1326-11e8-940e-08320fc2a277>
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Consultation
on the proposed
creation of a new
Combined Fire Authority
for Hampshire, Isle of Wight,
Portsmouth and Southampton



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Consultation on the proposed creation of a new Combined Fire Authority for Hampshire, Isle of Wight, Portsmouth and Southampton

Introduction

Fire and Rescue Services are a key part of maintaining public safety. Our core business is in fighting fires. We are also there when there are other emergencies such as floods, road traffic incidents or terrorist attacks. We help to prevent fire and loss of life through safety information and awareness campaigns.

There is increasing pressure on all Fire and Rescue Authorities to ensure that Fire and Rescue Services are efficient, effective, provide value for money, and are continually working to make communities as safe as possible. Reducing budgets have driven us to consider new ways to make savings, while maintaining public safety and improving services.

Hampshire Fire and Rescue Authority (HFRA), which is responsible for Hampshire Fire and Rescue Service (HFRS), and Isle of Wight Council (IWC), which is responsible for the Isle of Wight Fire and Rescue Service (IWFRS), have been successfully working together in partnership for three years. We now believe that we are at a point where we need to look at further, more structural changes to the way Fire and Rescue Services are governed in Hampshire, Isle of Wight, Portsmouth and Southampton so that we can continue to act effectively to keep the public safe.

We have both agreed to consult on whether or not to submit a proposal to Government for the creation of a new Combined Fire Authority, which would cover Hampshire, Isle of Wight, Portsmouth and Southampton. This proposal offers an opportunity to improve efficiency, achieve better value for money, and maintain high quality public safety services.

This consultation, or decisions following it, would not affect the responsibilities of these services to respond quickly to 999 emergencies and to serve communities.

Have your say

We value your views. These are your Fire and Rescue Services and we want to know what you think before any decisions are made.

Your feedback to this consultation is important as it will inform our decisions about whether to put a proposal to create a new Combined Fire Authority to the Government (Home Office).

This Information Document is designed to help inform your response to this consultation. We recommend that you read this Information Document before completing the accompanying Response Form.

How to have your say

The consultation is open from **midday on 6 August until 11.59pm on 26 October 2018**. Please note that responses received after this time will not be included in the findings report.

Online

To provide your feedback, please complete the Response Form available online at www.hantsfire.gov.uk/consultation. This webpage also contains downloadable versions of the documents mentioned in the Information Document, including the Response Form.

Email

You can also email your response directly to us using the email address hfrsconsultation@hantsfire.gov.uk.

Paper copies and alternative formats

To request a paper copy of this Information Document and/or Response Form, please email hfrsconsultation@hantsfire.gov.uk or call **02380 626 815**.* The Information Document and Response Form can also be requested in other formats, including an alternative language, Braille, audio or large print, using this email and/or phone number.

An envelope will be provided to return your response to the Insight and Engagement Unit at Hampshire County Council. You do not need to add a stamp. If you do not have a pre-paid envelope, please send your response back to us by writing '**Freepost HAMPSHIRE**' on the front of an envelope, and '**I&EU**' written on the back.

If you have any other queries about this consultation please contact us by emailing hfrsconsultation@hantsfire.gov.uk or by calling **02380 626 815**.*

**Calls from a landline will be charged at the local rate, although mobile phone charges may vary. Please check with your provider.*

Section one: Background information about Fire and Rescue Services and Fire Authorities in Hampshire and the Isle of Wight

How Fire and Rescue Services are managed

All Fire and Rescue Services must ensure they provide services to their communities in relation to fire-fighting, road traffic incidents and other emergencies.

The Chief Fire Officer is responsible for the day-to-day work of Fire and Rescue Services, carried out by staff who respond to incidents, protect life and property, carry out prevention work and deal with fire safety. Their work is guided by an Integrated Risk Management Plan (IRMP). This plan sets out the risks and demands on the Service and how resources will be organised in order to keep communities safe.

Fire and Rescue Authorities hold Fire and Rescue Services to account. These authorities act as the overall governing bodies in a similar way that councils oversee, scrutinise and assure the provision of services to the public to ensure that they are delivered in the best interests of their communities. There are a variety of governance arrangements that apply to UK Fire and Rescue Services. Those applicable to Hampshire, Isle of Wight, Portsmouth and Southampton are explained below.

What legislation allows us to do

The Fire and Rescue Services Act 2004 (bit.ly/FireAct2004) added more functions to fire and rescue services, to ensure their role in supporting emergencies beyond firefighting was recognised in law. Part 1 of this Act allows for the combination of two or more fire and rescue authorities by order of Parliament. The Act also established the Fire and Rescue National Framework* for England, which provides the overall strategic direction to fire and rescue authorities in England.

In 2017, new legislation called the Policing and Crime Act (bit.ly/PolicingAct2017) was passed by Parliament. This Act sets out the ways in which blue light services such as the police, fire and ambulance services should collaborate. This Act also amends the Fire and Rescue Services Act to enable Police and Crime Commissioners to take on the responsibility for their local fire and rescue service through the creation of a new role, Police, Fire and Crime Commissioner, if it is considered to be in the interests of economy, efficiency, effectiveness and public safety.

These pieces of legislation give fire and rescue services the opportunity to consider options available to achieve greater efficiency and effectiveness.

* Fire and Rescue National Framework for England: bit.ly/FireFramework



HAMPSHIRE
**FIRE AND
RESCUE**
AUTHORITY

Hampshire

Hampshire Fire and Rescue Authority (HFRA) is the governing body responsible for ensuring that HFRS performs efficiently, effectively and in the best interest of the public and community it serves.

HFRA is a Combined Fire Authority. This means that it is governed by councillors from Hampshire County Council, Portsmouth City Council and Southampton City Council who act as one Fire and Rescue Authority. In total, the HFRA has ten members, eight from Hampshire County Council, one from Portsmouth City Council and one from Southampton City Council. This is based upon the proportion of people living in those communities.

The HFRS Integrated Risk Management Plan is available at:
bit.ly/HFRSIRMP



Isle of Wight

The Isle of Wight Council (IWC) is an Upper Tier Fire Authority. This means that the IWC is the governing body responsible for ensuring that IWFRS performs efficiently, effectively and in the best interest of the public and community it serves.

There are 40 elected councillors on IWC. There is a Cabinet which makes key decisions about matters that are delegated to it within the constitution of the council. The Cabinet member with responsibility for IWFRS makes decisions as part of the Community Safety and Public Protection portfolio. The portfolio holder speaks on matters relating to the provision of the council's fire and rescue services to the public. Decisions on significant matters such as budgets and the adoption of the Integrated Risk Management Plan (IRMP) are considered by the full council.

The IWFRS Integrated Risk Management Plan is available at:
<http://bit.ly/IWFRSIRMP>

Information about fire and rescue services provided

Both HFRS and IWFRS provide community safety, community response and community resilience services to the communities they serve. Both work in partnership with each other and support other public services in the delivery of community safety, wellbeing and social care, services for children and young people, as well as working with businesses and protecting the environment. They also work with partner agencies such as the police and healthcare professionals to deliver a range of local initiatives and schemes.

	HFRS	IWFRS
(covering Hampshire, Southampton and Portsmouth)		
Calls received in 2017/18	30,433	1,969
Incidents attended within the area in 2017/18	20,299	1,349
Emergency calls responded to in 2017/18	3,891	395
Accidental dwelling fires in 2017/18	796	68
Fire service officer inspections carried out in 2017/18	457	109
Annual budget in 2017/18	£64m	£6m
Response standards ¹	80% within 8 mins	80% within 10 mins

Information about resources and staff within scope of proposal

	HFRS	IWFRS
(covering Hampshire, Southampton and Portsmouth)		
Fire stations	51	10
On-call fire ² stations	38	10 ³
Fire engines	74	13
Wholetime ⁴ firefighters - full-time equivalent (FTE)	679	75.5
On-call ⁵ firefighters (FTE)	457	115
Corporate staff, non-uniformed service delivery staff ⁶ (FTE)	256	15.8
Fire Control staff (FTE)	31.5	0 ⁷

1 HFRS aims to respond to 80% of calls inside 8 mins. IWFRS aims to respond to 80% of calls inside 10 mins. These standards would be reviewed as part of a new joint IRMP under a Combined Fire Authority.

2 These are sometimes called retained fire stations.

3 Currently, all ten fire stations on the Island have on-call response. Two of these stations provide a wholetime response: Newport Fire Station has a 24/7 response capability meaning it is immediately available; Ryde Fire Station has a day crew response between 0900-1700, Monday to Friday.

4 Wholetime is the term used to describe staff whose primary employment is the fire service. They are based at a fire station and are ready to be deployed at all times.

5 An on-call firefighter (often known as a retained firefighter) usually has other primary employment and works for the fire service on an on-call basis. They are required to live or work within a certain boundary close to the fire station and have a pager which alerts them when they are required to respond to an emergency.

6 Corporate staff, also known as support or professional services staff, carry out all the functions required to support the fire service, such as HR, payroll, fleet maintenance and administration support.

7 Control Services provided under contract by HFRS (see section two).

Service risk reviews

Within the last three years, both HFRS and IWFRS have completed reviews of the services they deliver to the public to ensure they are efficient and effective.

Hampshire

A review of the risks in Hampshire was held in 2015 to identify opportunities for improvements in how HFRS delivers services within its budget (bit.ly/HFRS-ServiceReview). The purpose of the review was to develop a new approach to service delivery which enables innovation and delivers a cost-effective model which contributes towards making Hampshire safer, lessens risks and addresses financial challenges.

As a result of the review, it was agreed that the 51 fire stations in the county would remain in place. The ways that these stations would be staffed and respond to incidents in the future would change, by utilising the most up-to-date techniques and technologies when responding to an incident.

Isle of Wight

A comprehensive service review has recently been undertaken which looked across all areas of IWFRS's delivery of public safety work, as well as exploring other opportunities for innovation, collaboration, continuous improvement, the development of the workforce and engagement with our partners and stakeholders. A link to the paper that was considered by the Council in April 2018 can be found here: bit.ly/IW-Service-Review.

The new review is being considered separately by the IWC in October 2018 and is not within this consultation which is focused on our future governance arrangements.

Section two: Proposed creation of a new Combined Fire Authority

The proposal

HFRA and IWC are considering whether to put a case to Government for the creation of a new Combined Fire Authority which covers the local authority areas of Hampshire, Isle of Wight, Portsmouth and Southampton.

How a decision would be made

The results of this consultation will be presented to the HFRA and the IWC for consideration. The business cases that were initially considered by both authorities when deciding to go forward and consult upon the proposal can be found at:

- HFRS Business Case: bit.ly/HFRS-CFA-Report
- IOW Business Case: bit.ly/IW-CFA-Report

Both Authorities would make a formal decision at a meeting held in public about whether or not to apply to the Government to create a new Combined Fire Authority. If it is agreed that a new Combined Fire Authority is in the public interest, then a formal written proposal would be made to the Government. The Government would then assess whether the creation of a new Combined Fire Authority is in the interests of efficiency, effectiveness and economy or public safety.

What would a new Combined Fire Authority look like?

If a proposal to create a new Combined Fire Authority is made and accepted by the Government, the current Combined Fire Authority for Hampshire, Portsmouth and Southampton would be dissolved. A new Combined Fire Authority would be created covering Hampshire, Isle of Wight, Portsmouth and Southampton.

The focus of the new Combined Fire Authority would be the services which are run for the collective benefit of all communities in Hampshire, Isle of Wight, Portsmouth and Southampton. Decisions on fire and rescue service-related matters, which are currently made locally on the Isle of Wight by directly elected councillors, would be made by the new Combined Fire Authority. The new Combined Fire Authority would be representative of the whole area it covers, so there would be direct representation from the IWC on the new Combined Fire Authority, as there would be for the councils of Hampshire, Portsmouth and Southampton. A new single IRMP will also be produced under the new Combined Fire Authority.

Currently, both HFRA and IWC have arrangements in place whereby they invite the Police and Crime Commissioner to meetings as an invited guest for fire and rescue service-related matters. There are also strong links between the respective authorities, the police and the ambulance services which serve their areas. While this would be a matter for the new Combined Fire Authority, it is anticipated that these arrangements would continue. Maintaining strong collaborative links between emergency services remains a benefit to communities as well as a requirement under the Policing and Crime Act 2017.

Who is being consulted?

We are seeking to engage with the public, the staff who work in both Services, our partners

and those who have a direct or indirect involvement in what we do. This includes organisations across all areas of Hampshire, Isle of Wight, Portsmouth, Southampton and on our borders, such as councils, MPs, blue light services, the Police and Crime Commissioner, health, business and community groups.

What would the fire and rescue services look like?

A new Combined Fire Authority would serve Hampshire, Isle of Wight, Portsmouth and Southampton.

Residents would continue to see their service's own fire engines and firefighters respond to incidents and carrying out community safety activities across their communities.

Fire officers and support staff would maintain their existing local relationships and continue to have an understanding of the local context of the area in which they work.

The new Combined Fire Authority would prepare a new combined IRMP which would cover the whole area for which it would become responsible.

Current approved service improvement plans and work would continue. Existing plans for continual improvement and changes that enable the services to operate effectively and within the budgets available would not be altered by the proposal to create a new Combined Fire Authority.

The contracts of employment for people who work for HFRS and IWFRS, along with the property and equipment owned by both, would be transferred to the new Combined Fire Authority.

Why this proposal is being put forward

Simpler governance arrangements

- A new Combined Fire Authority would provide a single point of governance, rather than two. There would be a clear route for decision making, with all authorities who make up the new Combined Fire Authority able to influence how the fire and rescue service is delivered to the public.
- Councillors would be appointed from and by each of the constituent authorities (Hampshire, Isle of Wight, Portsmouth and Southampton) to form the new Combined Fire Authority.
- A larger Combined Fire Authority would mean resources could be pooled, enabling better and faster improvement than can be achieved through the existing Delivering Differently in Partnership agreement (see section three).
- A new Combined Fire Authority would mean that the Isle of Wight is served by an organisation whose sole purpose is fire and rescue services.
- The financial separation would help with more effective forward planning for fire and rescue related services across the whole area.
- The creation of a Combined Fire Authority would give greater clarity for both staff and residents; it would be clearer who is responsible for what and to which standards.
- The current Delivering Differently in Partnership arrangements can only take partnership working so far. Under the current partnership arrangements, HFRS and IWFRS remain two separate organisations who are working together. Therefore, there are two sets of policies,

strategies, response standards and performance indicators to follow or report upon. Currently, HR, legal and employment practices cannot be shared as there are two different employers of Fire and Rescue Service teams. Having two different sets of processes and procedures means that things like legal challenges, trade union negotiations, grievance, discipline and pay procedures are more complex than would be the case for a single organisation. It would be beneficial to have a consistent approach, giving fire officers the peace of mind to know they are supported in their roles of protecting the public.

Financial efficiency

- As one of the range of public services provided by the IWC, IWFRS continues to seek ways to work more efficiently and effectively without impacting service quality and safety. This may limit the IWFRS's ability to take on some of the wider functions that larger Fire and Rescue Services deliver. Such as taking on roles that support national resilience including urban search and rescue (USAR), decontamination, identification and monitoring (DIM) and enhanced logistics support. Being part of the council enables IWFRS to work closely with a number of other IWC services as part of the aim to create 'One Public Service'. This approach to collaboration would not change if a new Combined Fire Authority was created.
- Within the next five years, the investment required to replace fire and rescue vehicles on the Island is £2.4million, against which the Isle of Wight Council has £600,000 put aside to help fund this. Local authorities have been managing challenging financial positions for a number of years and have had to make difficult decisions to best preserve public services. The new Combined Fire Authority would need to consider how best to manage its collective funding requirements.
- On the Isle of Wight, some fire stations are old and in a poor state of repair. Capital funding is likely to be required for major works and for other day-to-day inspections, maintenance and other works, to properly keep fire stations to an appropriate standard across the Island. The creation of a Combined Fire Authority would help to support the Island to better maintain its property.

Greater operational efficiency, effectiveness and public safety

- A new Combined Fire Authority would mean that there is the same system, process or procedure to follow for the many different areas of work undertaken to support communities. There would be an increased ability to respond flexibly to the needs of communities, to improve the organisation and there would be wider opportunities for staff.
- There would be one team providing emergency response and delivering consistent safety messages across the whole area.
- A new Combined Fire Authority would allow planning for teams to operate across the mainland and Island for specific events, as well as to provide cover and help during emergency conditions or where mutual support aids public safety.
- A Combined Fire Authority would enable the service to gather a single view of data and intelligence across Hampshire and the Isle of Wight, helping with the planning of resources. The future shape of the services and resourcing requirements would be determined by a new Combined Fire Authority if it is agreed for the proposal to proceed.

Greater pooling of skills and knowledge

- Public safety would be improved as the two Services join up to deliver community safety and business fire safety work, particularly in the sharing of expertise and resources to build capacity and resilience.
- Both Fire Authorities and Fire and Rescue Services have their own strengths. The skills,

knowledge and experiences which would be combined if the proposal goes ahead would be mutually beneficial and help drive continued service improvement. Examples include:

- o The sharing of specialist teams, for example, covering interagency liaison, maritime response, animal rescue, and water rescue.
- o The expansion of specific schemes. For example, in 2017, there were 100 HFRS volunteers supporting a wide variety of areas of the work we do such as community education.
- o The sharing of the IWFRS's experience in running an effective road safety programme and partnerships working with local road safety charities and organisations.

Greater contribution towards national scale incidents

- A new and larger Combined Fire Authority with more resources is of greater benefit during national scale incidents where whole communities become concerned, involved or affected. For example, following the Grenfell Tower fire incident, HFRS were able to draw from resources across the county and divert them to areas of greater risk in Portsmouth and Southampton. This supported the city councils in inspecting 272 high rise buildings and provided reassurance to the people who live in them. At present, the IWFRS has limited ability to be involved with national work due to its scale. A new Combined Fire Authority would provide fire officers from both Services with the opportunity to be more involved in national incidents and initiatives. The experiences and skills gained through this work would be used for the benefit of Hampshire, Isle of Wight, Portsmouth and Southampton communities.

Potential impacts

Impact on Council Tax

The current Council Tax is made up of charges from the local authorities in the area, the Police and Crime Commissioner and the Fire and Rescue Service.

For residents of the Isle of Wight, the share of local authority council tax would reduce, as it would no longer include fire and rescue services. A new separate charge would be included from the new Combined Fire Authority. A calculation has been done which indicates that IWC residents currently pay around £62.00 per Band D property for the Fire and Rescue Service. The Council Tax for HFRA in 2018/19 is £65.74 per Band D property, which is £3.74 higher than that charged for IWFRS by IWC.

This means that:

- Everyone within a single Combined Fire Authority area needs to pay the same for the services that are provided. Therefore, residents on the Isle of Wight living in a Band D property would initially need to pay £3.74 more per year for their fire and rescue service if a new Combined Fire Authority was created, in order to equal the amount paid by all residents who would be served by the new Combined Fire Authority.
- Residents in Hampshire, Portsmouth and Southampton would therefore see no change to the Council Tax they pay for the Fire and Rescue Service due to the creation of a new Combined Fire Authority.

If a new Combined Fire Authority was agreed locally and the Government gives permission for

it to be created, it is the Government that would ultimately determine how much Council Tax should be charged, taking into consideration the financial position of both authorities. Therefore the changes explained above would be a decision made by Central Government. This process is known as Council Tax harmonisation.

Impact on staff

The employment contracts of all existing employees of the two fire and rescue services would transfer to the new Combined Fire Authority. If it is agreed for the Combined Fire Authority to go ahead, the new Integrated Risk Management Plan (IRMP) would influence the future shape of the service and resourcing requirements. At the current time, we do not expect there to be impacts on staff as a direct result of the proposed creation of a new Combined Fire Authority. Should future discussions identify impacts on staff, these would be explored and discussed with individuals.

There will be the opportunity for staff to discuss the proposal. Initial discussions have begun with the various trade unions and representative bodies across the two organisations.

A new Combined Fire Authority would determine how services such as human resources (HR) and finance would be provided in order to support its business. IWC would no longer manage IWFRS's HR, finance, pensions or IT. The Combined Fire Authority would be required to ensure sufficient support services were available in all areas it is responsible for. Should a decision be made to go ahead with a submission to create a new Combined Fire Authority, formal discussions would be started to explore how and by whom those services could be provided to the new authority.

Potential financial impact on Isle of Wight Council

The IWC has calculated that, due to reduced national Government funding, they need to save a total of £16.5million by 2021/22. Whilst the proposal primarily supports the continued provision of public safety services there are potential financial benefits. It is estimated that this proposal could save the IWC up to £200,000 over the medium to long term if central support costs (e.g. pensions, HR), were no longer provided by IWC for the Fire and Rescue Service. That would contribute to the overall financial plans to support public services on the island. Due to its relatively small scale and in its current form, the Fire and Rescue Service may otherwise find it challenging to make any meaningful contributions to the £16.5million target.

If a Combined Fire Authority were created, the various arrangements required to support the transition of budgets, contracts, debts and liabilities would need to be carefully managed. The transition arrangements would seek to be fair to all parties.

Section three: What happens if a new Combined Fire Authority is not created

If a new Combined Fire Authority is not created then HFRA will remain as it is and IWFRS will remain part of IWC. Both fire services will therefore continue to exist separately and be governed by two separate bodies. This would mean there would be a review of the current Delivering Differently in Partnership arrangements to see if they remain appropriate. This review would be initiated if it was concluded that the option to create a new Combined Fire Authority was not to be progressed. A review of the partnership would be likely to alter the current arrangements. Details of the partnership review would be finalised if it is decided not to create a new Combined Fire Authority. This would be a matter for HFRA and IWC to agree as part of their normal management of services.

About the partnership

In April 2015, HFRA and the IWC established a successful strategic partnership called Delivering Differently in Partnership. This arrangement has been operating for three years and has delivered financial and operational benefits to Fire and Rescue Authorities, Fire and Rescue Services and the communities across Hampshire, the Isle of Wight, Portsmouth and Southampton.

HFRS and IWFRS remain two separate organisations managed under separate governance arrangements by two different Authorities.

Support the partnership provides

The partnership has enabled the two Fire and Rescue Services to form an effective working relationship. The Partnership Agreement is available to read at: bit.ly/HFRSIWPartnership

The partnership allows the sharing of:

- Senior officers providing strategic leadership, including a shared Chief Fire Officer.
- Incident command.
- Health and safety management.
- Policy support and operational assurance.
- Support to manage and maintain fire vehicles and other equipment.
- Training and development support.

The HFRS control room also recently took over the call handling of 999 calls on the Isle of Wight, despatching emergency response teams on the Island according to agreed response plans under a separate contract. A 999 call on the Isle of Wight receives the same type and speed of response as it would in Hampshire.

Outcomes from the partnership

The partnership has enabled IWC to secure savings while making improvements to IWFRS. The partnership has led to improvements in the ability of both Fire and Rescue Services to react to demand and the better management of resources across the county, cities and the Island.

The partnership has delivered £470,000 savings per annum for IWFRS, mainly as a result of introducing shared management arrangements and sharing a control room. HFRA receives a payment to cover its costs of approximately £230,000 per year, which represents a saving to

them through the generation of income to the Service.

Potential impacts of reviewing the partnership

If the proposed new Combined Fire Authority did not go ahead, then there could be a number of potential impacts:

- The financial pressures on the IWC's budget and on IWFRS would remain; money to continue to provide adequate fire services on the island would still need to be found. The IWC would have various options to consider, and these may include: raising Council Tax, the use of reserves, changes to services, or raising income and/or charges. Should any of these proposals be explored, the IWC will lead a separate public consultation outlining any such changes and associated impacts.
- There would be a formal review of the partnership by the IWC and HFRA. HFRA and IWC could choose to alter, or choose not to renew the partnership agreement. This would mean that the HFRA would no longer receive income from the arrangement. This would mean that IWC would no longer benefit from shared leadership and other shared services; it would then need to consider how to best provide these services.

Section four: Other considerations

A Police, Fire and Crime Commissioner for Hampshire, Isle of Wight, Portsmouth and Southampton

The current Police and Crime Commissioner serves the Hampshire and Isle of Wight areas and is known as the Hampshire Police and Crime Commissioner.

The option exists for Police and Crime Commissioners to make use of new powers within the Policing and Crime Act 2017, to apply to the Government to take over governing responsibility for Fire Services in their area.

The Policing and Crime Act 2017 granted powers to Police and Crime Commissioners to take on the responsibilities of Fire and Rescue Services, instead of having a Fire and Rescue Authority or Combined Fire Authorities. If a Police and Crime Commissioner chose to go down this route, and the Government agreed, they can become Police, Fire and Crime Commissioners.¹ At the moment, only Essex has a Police and Fire Crime Commissioner, although West Mercia, Staffordshire and Cambridgeshire are due to move to this arrangement in the future.

This is not an option that either the HFRA or IWC can take. This is an option that only a Police and Crime Commissioner can take in consultation with the public.

In a recent letter to both the HFRA and IWC, the Hampshire Police and Crime Commissioner said that over the coming months he would continue to look for the following things before considering this option:

- The successful coming together of the fire authorities.
- The inspection regime within HMICFRS and the confirmation of ongoing excellent performance of our fire services.
- The bringing together of further significant savings through the existing collaboration arrangements, which have delivered so well in the past.

¹ Fire and Rescue Authorities can be organised in a variety of other ways, including:

- An upper tier local authority - Hampshire, Southampton, Portsmouth, and Isle of Wight Councils are upper tier local authorities.
- An Elected Mayor – like Greater Manchester Fire and Rescue Service.
- A Metropolitan Council – like Merseyside Fire and Rescue Service.
- A Combined Fire Authority – like Southampton, Portsmouth and Hampshire who come together to form a single body for the benefit of all three councils in the form the Hampshire Fire and Rescue Authority.

Conclusion

Although the Delivering Differently in Partnership arrangement has been successful, and is an efficient way to manage the IWFRS, a single Combined Fire Authority would enable further integration to take place, offering a greater focus on public safety and improved value for money.

Both authorities considered business cases around the creation of a proposed new Combined Fire Authority in March 2018:

- HFRA: bit.ly/HFRA-CFA-Report
- IWC: bit.ly/IW-CFA-Report

All partners are committed to ensuring the most efficient and effective way of running the Fire and Rescue Services is in place, which benefits residents and stakeholders across the county, cities and Island, while also ensuring that staff remain well supported in their roles. Any changes would not affect the responsibilities of these services to respond to 999 emergencies and serve communities.

Thank you

Thank you for reading through this Information Document.

You are invited to give your views on the proposed creation of a new Combined Fire Authority for Hampshire, Isle of Wight, Portsmouth and Southampton.

Online

To provide your feedback, please complete the Response Form available online at www.hantsfire.gov.uk/consultation. This webpage also contains downloadable versions of the documents mentioned in the Information Document, including the Response Form.

Email

You can also email your response directly to us using the email address and a copy of the consultation questions can be found on page 19 of this information pack:
hfrsconsultation@hantsfire.gov.uk.

Paper copies and alternative formats

To request a paper copy of this Information Document and/or Response Form, please email hfrsconsultation@hantsfire.gov.uk or call **02380 626 815**.* The Information Document and Response Form can also be requested in other formats, including an alternative language, Braille, audio or large print, using this email and/or phone number.

If you have any other queries or comments about this consultation please contact us by emailing hfrsconsultation@hantsfire.gov.uk or by calling **02380 626 815**.*

**Calls from a landline will be charged at the local rate, although mobile phone charges may vary.*

Next Steps

Your feedback will be analysed and collated into a findings report by Hampshire County Council's Insight and Engagement Unit. This report and full business cases will be presented for a decision about whether to propose a Combined Fire Authority to the Government on the following dates:

- HFRA on **24 January 2019**.
- IWC on **24 January 2019**.

These are public meetings and the reports will be published in advance on these websites:

- HFRA: bit.ly/HFRAMeetings
- IWC: bit.ly/IWCMeetings

The consultation questions:

Please go to www.hantsfire.gov.uk/consultation to complete the online response form or use the accompanying form.



Do you think that a proposal to create a new Combined Fire Authority for Hampshire, Isle of Wight, Portsmouth and Southampton should be submitted to the Government?

The answers you can choose from are:

- Yes
- No
- Not sure

Please tell us why you think this is.



If you have any alternative suggestions to the proposed creation of a new Combined Fire Authority, please provide these in the box below.

A text box is provided for you to write in your alternative suggestions, if you would like to do so.



Do you feel the creation of a new Combined Fire Authority would impact:

- you or your family
 - people you know or work with
 - a local organisation, group or business
 - other
 - none of the above
-



Please tell us more about that potential impact using the box below.

A text box is provided for you to write about any potential impacts the proposal may have, if you would like to do so.

The production of this consultation
has been supported by the

**Insight and Engagement Unit,
Hampshire County Council**



HAMPSHIRE
**FIRE AND
RESCUE**
AUTHORITY

Consultation on the proposed creation of a new Combined Fire Authority for Hampshire, Isle of Wight, Portsmouth and Southampton

Response Form

Introduction

Fire and Rescue Services are a key part of maintaining public safety. Our core business is in fighting fires. We are also there when there are other emergencies such as floods, road traffic incidents, or terrorist attacks. We help to prevent fire and loss of life through safety information and awareness campaigns.

There is increasing pressure on all Fire and Rescue Authorities to ensure that Fire and Rescue Services are efficient, effective, provide value for money, and are continually working to make communities as safe as possible. Reducing budgets have driven us to consider new ways to make savings, while maintaining public safety and improving services.

Hampshire Fire and Rescue Authority (HFRA) which is responsible for running Hampshire Fire and Rescue Service (HFRS) and Isle of Wight Council (IWC), which is responsible for the Isle of Wight Fire and Rescue Service (IWFRS), have been successfully working together in partnership for three years. We now believe that we are at a point where we need to look at further, more structural changes to the way Fire and Rescue Services are governed in Hampshire, Isle of Wight, Portsmouth and Southampton so that we can continue to act effectively to keep the public safe.

We have both agreed to consult on whether or not to submit a proposal to Government for the creation of a new Combined Fire Authority, which would cover Hampshire, Isle of Wight, Portsmouth and Southampton. This proposal offers an opportunity to improve efficiency, achieve better value for money, and maintain high quality public safety services.

This consultation, or decisions following it, would not affect the responsibilities of these services to respond quickly to 999 emergencies and to serve communities.

About this Response Form

Before completing this Response Form, we recommend that you read the accompanying Information Pack.

This Response Form will take around 10 minutes to complete, depending on how much you write.

The Information Pack and Response Form can also be requested in other formats, including alternative language, Braille, audio or large print by email to hfrsconsultation@hantsfire.gov.uk or by calling 023 8062 6815.

This consultation opens at midday on **6 August** and closes at midnight on **26 October 2018**

How to return your response to the consultation

Please return your completed response form in the pre-paid envelope provided. You do not need to add a stamp. If you do not have a pre-paid envelope, please send your response back to us by writing 'Freepost HAMPSHIRE' on the front of an envelope, and 'I&EU' on the back.

Privacy notice

The Hampshire Fire and Rescue Service (HFRS) are running this consultation on behalf of the Isle of Wight Fire and Rescue Service, Isle of Wight Council, and Hampshire Fire and Rescue Authority. Your data is being collected for the performance of a task carried out in the public interest and for reasons of substantial public interest. The data provided will only be used to understand views on the proposed changes set out in this consultation. All individuals' responses will be kept confidential. Responses will be anonymised and summarised in a public consultation findings report to be published on HFRS' website. Responses from organisations may be published in full.

The information you provide in this response form is being collected and processed by Hampshire County Council under the instruction of the HFRS. Data will only be shared between Hampshire County Council, HFRS and Isle of Wight Council. Your personal data will not be shared with any other third parties. All data will remain within the UK. Responses will be stored securely and retained for one year following the end of the consultation before being securely and permanently deleted or destroyed.

You can find out more about how the HFRS use your data and your information rights from Jessica Hodge, HFRS' Data Protection Officer, by email at: dp@hantsfire.gov.uk or phone 023 8062 6850 and on the HFRS' website: www.hantsfire.gov.uk/about-us/contact-us. Please see Hampshire County Council's Data Protection webpage: www.hants.gov.uk/privacy for further details about how the County Council uses and handles data. You can contact the County Council's Data Protection Officer at data.protection@hants.gov.uk

If you have a concern about the way we are collecting or using your personal data, you should raise your concern with us in the first instance or directly to the Information Commissioners Office at www.ico.org.uk/concerns. Hampshire County Council's privacy notice can be found at: www.hants.gov.uk/aboutthecouncil/privacy

Section 1: The proposal

HFRA and IWC are considering whether to put a case to Government for the creation a new Combined Fire Authority which covers the local authority areas of Hampshire, Isle of Wight, Portsmouth and Southampton.

If a proposal to create a new Combined Fire Authority is made and accepted by the Government, the current Combined Fire Authority for Hampshire, Portsmouth and Southampton would be dissolved. A new Combined Fire Authority would be created covering Hampshire, Isle of Wight, Portsmouth and Southampton.

Why is this being proposed?

A new Combined Fire Authority would provide:

- Simpler governance arrangements
- Financial efficiency
- Greater operational efficiency, effectiveness and public safety
- Greater pooling of skills and knowledge
- Greater contribution towards national scale incidents

Impact on Council Tax

- Everyone within a single Combined Fire Authority area needs to pay the same for the services that are provided. Therefore, residents on the Isle of Wight living in a Band D property would initially need to pay £3.74 more per year for their Fire and Rescue Service if a new Combined Fire Authority was created, in order to equal the amount paid by all residents who would be served by the new Combined Fire Authority.
- Residents in Hampshire, Portsmouth and Southampton would therefore see no change to the Council Tax they pay for the Fire and Rescue Service due to the creation of a new Combined Fire Authority.

If a new Combined Fire Authority was agreed locally, and the Government gives permission for it to be created, it is the Government that would ultimately determine how much Council Tax should be charged, taking into consideration the financial position of both authorities.

Impact on staff

The employment contracts of all existing employees of the two Fire and Rescue Services would transfer to the new Combined Fire Authority. If it is agreed for the Combined Fire Authority to go ahead, the new Integrated Risk Management Plan (IRMP) would influence the future shape of the service and resourcing requirements. At the current time, we do not expect there to be impacts on staff as a direct result of the proposed creation of a new Combined Fire Authority. Should future discussions identify impacts on staff, these would be explored and discussed with individuals.

Potential financial impact on Isle of Wight Council

The Isle of Wight Council has calculated that, due to reduced national Government funding, they need to save a total of £16.5million by 2021/22. Whilst the proposal primarily supports the continued provision of public safety services there are potential financial benefits. It is estimated that this proposal could save the Isle of Wight Council up to £200,000 over the medium to long term if central support costs (e.g. pensions, HR), were no longer provided by Isle of Wight Council for the Fire and Rescue Service. That would contribute to the overall financial plans to support public services on the Island. Due to its relatively small scale and in its current form, the Fire and Rescue Service may otherwise find it challenging to make any meaningful contributions to the £16.5million target.

Please refer to pages 9 to13 of the Information Pack for further details.

Q.1 Do you think that a proposal to create a new Combined Fire Authority for Hampshire, Isle of Wight, Portsmouth and Southampton should be submitted to the Government?

(Please select one box only)

- Yes
- No
- Not Sure

Q.2 Please tell us why you think this is. (Please write in the box below. Please do not include any personal details in your response)

Section 2: Your alternative suggestions

If a new Combined Fire Authority is not created then HFRA will remain as it is and IWFRS will remain part of IWC. Both fire services will therefore continue to exist separately and be governed by two separate bodies. This would mean that there would be a review of the current Delivering Differently in Partnership arrangements to see if they remain appropriate. This review would be initiated if it was concluded that the option to create a new Combined Fire Authority was not to be progressed. A review of the partnership would be likely to alter the current arrangements. Details of the partnership review would be finalised if it is decided not to create a new Combined Fire Authority. This would be a matter for HFRA and IWC to agree as part of their normal management of services.

Potential impacts of reviewing the Partnership

If the proposed new Combined Fire Authority did not go ahead, then there could be a number of potential impacts:

- The financial pressures on the Isle of Wight Council's budget and on IWFRS would remain; money to continue to provide adequate fire services on the Island would still need to be found. The Isle of Wight Council would have various options to consider, and these may include: raising Council Tax, the use of reserves, changes to services, or raising income and/or charges. Should any of these proposals be explored, the Isle of Wight Council will lead a separate public consultation outlining any such changes and associated impacts.
- There would be a formal review of the partnership by the IWC and HFRA. HFRA and IWC could choose to alter, or choose not to renew the partnership agreement. This would mean that the HFRA would no longer receive income from the arrangement. This would mean that Isle of Wight Council would no longer benefit from shared leadership and other shared services; it would then need to consider how to best provide these services.

Please refer to pages 14 to 15 of the Information Pack for further details.

Q.3 If you have any alternative suggestions to the proposed creation of a new Combined Fire Authority, please provide these in the box below. (Please do not include any personal details in your response)

Section 3: Potential impacts

We are keen to understand what impacts the proposed Combined Fire Authority might have if it went ahead. For more information about the potential impacts, please see our People (Equality) Impact Assessment available on our website: www.hantsfire.gov.uk/consultation

Q.4 Do you feel the creation of a new Combined Fire Authority would impact: (Please select all that apply)

- You or your family
- People you know or work with
- A local organisation, group or business
- Other
- None of the above

Q.5 Please tell us more about any potential impact using the box below: (Please do not include any personal details in your response)


If you would like to comment further on the consultation proposals, please continue on a separate sheet of paper, or email us at hfrsconsultation@hantsfire.gov.uk

Section 4: About you

Q.6 Are you responding on your own behalf or on behalf of an organisation, group or business? (Please tick one box only)

- I am providing a response on my own behalf.....**Go to Q.11**
- I am providing the official response of an organisation, group or business.....**Go to Q.7**
-

Q.7 Please provide details about your organisation, group, or business:

 The name and details of your organisation, group or business may appear in the final report, and the information you provide may be subject to publication or release to other parties or to disclosure regimes such as the Freedom of Information Act 2000.

Your name:

Job position / role:

Name of organisation, group or business:

Address of organisation, group or business:

Q.8 Please tell us who the organisation, group, or business represents, if applicable, and how views of members were assembled. (Please write in the box below)

Q.9 Which area does your organisation, group or business operate in? (Please select all that apply)

- Basingstoke and Deane
- East Hampshire
- Eastleigh
- Fareham
- Gosport
- Hart
- Havant
- New Forest
- Rushmoor
- Test Valley
- Winchester
- Southampton
- Portsmouth
- Isle of Wight
- Other

If 'Other', please specify:

Q.10 Which of these best describes the primary function of your organisation, group or business? (Please select one box only)

- Trade union
- Local public sector organisation, e.g district or borough council, local health services, National Park, or prison
- Local public sector partnership, e.g. a Community Safety Partnership
- National public sector organisation, e.g Coastguard, or National Fire Chief's Council
- Police and Crime Commissioner
- Charity, voluntary or local community group
- Local business or group or business representatives
- School, college or place of education
- Other

If 'Other', please specify:

Section four: About you

If you are completing this response form on behalf of an organisation or group, please skip the questions in this section and proceed to the next section, 'End of Consultation' and complete question 17.

HFRS are committed to improving its services, eliminating unlawful discrimination, and promoting equality of opportunity for all people.

We would be grateful if you could answer the following questions so that we can analyse the results overall and by different groups or people.

This will help us to understand the impacts of the consultation proposals and how views differ across these groups. All of the questions in this section are optional.


Q.11 Who are you...

- A member of the public
- A member of staff at HFRS
- A member of staff at IWFRS
- A member of staff at Isle of Wight Council
- A member of staff at Southampton City Council
- A member of staff at Hampshire County Council
- A member of staff at Portsmouth City Council
- An elected Member of IOW Council
- An elected Member of Southampton City Council
- An elected Member of Hampshire County Council
- An elected Member of Portsmouth City Council
- A Member of Parliament

Q.12 If you are a member of staff working for HFRS, IWFRS, or one of the Councils listed above, are you: (Please tick one box only)

- Operational staff (e.g. Fire Officer)
- Non-operational staff (e.g providing support functions such as HR, Finance or IT)

Q.13 Please provide your postcode. (Please write in the box below)

 Providing your full postcode is optional. If you do provide your full postcode, it is possible that in rural areas this might identify your property. By providing your full postcode you are consenting to Hampshire Fire and Rescue Service and the Isle of Wight Council using this information to understand views on the proposals from different areas.

Section four: About you

Q.14 Are you? (Please select one box only)

- Male
- Female
- Prefer not to say
- Other

If 'Other', please specify:

Q.15 What was your age on your last birthday? (Please select one box only)

- Under 16
- 16 to 24
- 25 to 34
- 35 to 44
- 45 to 54
- 55 to 64
- 65 to 74
- 75 to 84
- 85 or over
- Prefer not to say

Q.16 Are your day-to-day activities limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months? (Please select one box only)

- Yes a lot
- Yes a little
- No
- Prefer not to say

Q.17 What is your ethnic group?

- White
- Mixed / Multiple ethnic groups
- Asian / Asian British
- Black / African / Caribbean / Black British
- Other ethnic group
- Prefer not to say

For 'White', please specify:

- English / Welsh / Scottish / Northern Irish / British
- Irish
- Gypsy, Traveller or Irish Traveller
- Any other White background

For 'any other White background' please describe:

For 'Mixed / Multiple ethnic groups', please specify:

- White and Black Caribbean
- White and Black African
- White and Asian
- Any other Mixed / Multiple ethnic background

For 'any other Mixed / Multiple ethnic background' please describe:

For 'Asian / Asian British', please specify:

- Indian
- Pakistani
- Bangladeshi
- Chinese
- Any other Asian background

For 'any other ethnic group' please describe:

For 'Black / African / Caribbean / Black British', please specify:

- African
- Caribbean
- Any other Black / African / Caribbean background

For 'any other Black / African / Caribbean background' please describe:

For 'Other ethnic group', please specify:

- Arab
- Any other ethnic group

For 'any other ethnic group' please describe:

End of consultation

Q.17 Finally, to help us improve access to future consultations, please tell us where you first heard about this consultation: (Please select all that apply)

- Website
- Word of mouth
- Consultation flyer or poster
- Email
- Newspaper
- Staff briefing
- On social media (e.g. Facebook, Twitter, etc.)
- Reported in the press (e.g. radio, newspaper)
- Other

For 'Other', please specify:

Please specify which website/s or newspaper/s:

Thank you for taking the time to respond to this consultation.

This consultation will close at 11.59pm on 26 October 2018.

Feedback will help inform a decision about whether to propose a new Combined Fire Authority for Hampshire, Isle of Wight, Portsmouth and Southampton to the Government.

The findings from this consultation will be published and presented to the HFRS on 24 January 2019 and Isle of Wight Council on 24 January 2019.

How to return your response to the consultation

Please return your completed response form in the pre-paid envelope provided. You do not need to add a stamp. If you do not have a pre-paid envelope, please send your response back to us by writing 'Freeport HAMPSHIRE' on the front of an envelope, and 'I&EU' written on the back.

People Impact Assessment (PIA) – Stage 1

People Impact Assessment (PIA) Stage 1 is completed at the start of any project, process or strategic decision to assist in identifying any significant impact on people, and in particular, those who share a characteristic which is protected under equality law.

If a negative (or possible negative) impact is identified, **Stage 2 will need to be completed.**

Please note: For the purposes of this document, the term ‘proposal’ can refer to any policy, activity, function or project that the people impact assessment relates to.

Name of proposal and brief description	CFA Consultation. Consultation on the proposal to create a new Combined Fire Authority (CFA) consisting of Hampshire County Council (HCC), the Isle of Wight Council (IWC), Portsmouth City Council (PCC) and Southampton City Council (SCC).
Aims and objectives of the proposal	To carry out a public consultation exercise on behalf of Hampshire Fire and Rescue Authority (HFRA) and IWC. The results of the exercise will be analysed and presented to each authority to inform a decision on whether to proceed with the proposal to form a new CFA or not. To explore possible people impacts of creating a new CFA that are currently unknown.
Who will this affect within HFRS?	Employees. Authority Members. Volunteers.
Who will this affect within our communities and businesses?	Partners. Constituent Authorities. Members of the public.
Does this proposal support the aims and values of the Service People Strategy?	This proposal does not directly support objectives with the Service People Strategy.
Potential positive impacts	Enhanced resilience and capacity – operational and organisational. Shared learning and knowledge. Greater development and career opportunities. Alignment of safety campaigns to the public.

Responsible Manager	Geoff Howsego
Date	6 August 2018.

Potential impacts identified (Internal and external)

Disability	Potential impact on travel to and from the Isle of Wight could impact employees and Fire Authority Members.
Age	n/a
Marriage and Civil Partnership	n/a
Pregnancy and Maternity	n/a
Race	n/a
Religion and belief	n/a
Sex	n/a
Sexual Orientation	n/a
Gender Reassignment	n/a
Other Impacts e.g. health and wellbeing, financial, morale etc.	n/a

If you have identified possible impacts in any of these areas, you will need to complete Stage 2 of the People Impact Assessment.

Even if you haven't initially identified an impact, it is possible that unknown impacts still exist or will occur as the proposal moves forward.

We would encourage you to:

- Review your impact assessment regularly
- Have conversations with those you have identified as being affected by the proposal generally
- Ensure you speak with a broad range of people about your proposal
- Seek the assistance of the Inclusion and Diversity Team (id@hanstfire.gov.uk)

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Stage 1 Equality Impact Assessment – Initial Screening

Assessor(s) Name(s):	Geoff Howsego – Director of Strategic Change (Building on the assessment completed by Jeff Walls – Group Manager Support on 28 th February 2018)
Directorate:	Fire and Rescue Service
Date of Completion:	6 August 2018

Name of Policy/Strategy/Service/Function Proposal

Consultation on the Creation of a New Combined Fire Authority

The Aims, Objectives and Expected Outcomes:

Aim

To conduct a public consultation exercise on behalf of both the Isle of Wight Council and Hampshire Fire and Rescue Authority for the proposal to create a new Combined Fire Authority (CFA) consisting of Hampshire, Isle of Wight, Southampton and Portsmouth.

Objective(s)

To carry out a public consultation exercise on behalf of Hampshire Fire and Rescue Authority (HFRA) and IWC.

The results of the exercise will be analysed and presented to each authority to inform a decision on whether to proceed with the proposal to form a new CFA or not.

To explore possible people impacts of creating a new CFA that are currently unknown.

Expected Outcomes

There will be a report submitted to each Authority which will include an analysis of the results of the consultation exercise. This will inform a decision on whether to proceed with the proposal to form a new CFA or not.

Key Questions to Consider in Assessing Potential Impact	
Will the policy, strategy, service or council function proposal have a negative impact on any of the protected characteristics or other reasons that are relevant issues for the local community and/or staff?	No
Has previous consultation identified this issue as important or highlighted negative impact and/or we have created a “legitimate expectation” for consultation to take place? A legitimate expectation may be created when we have consulted on similar issues in the past or if we have ever given an indication that we would consult in such situations	Yes
Do different groups of people within the local community have different needs or experiences in the area this issue relates to?	Yes
Could the aims of these proposals be in conflict with the council’s general duty to pay due regard to the need to eliminate discrimination, advance equality of opportunity and to foster good relations between people who share a protected characteristic and people who do not?	No
Will the proposal have a significant effect on how services or a council function/s is/are delivered?	Yes
Will the proposal have a significant effect on how other organisations operate?	No
Does the proposal involve a significant commitment of resources?	Yes
Does the proposal relate to an area where there are known inequalities?	No
<p>If you answer Yes to any of these questions, it will be necessary for you to proceed to a full Equality Impact Assessment after you have completed the rest of this initial screening form.</p> <p>If you answer No to all of these questions, please provide appropriate evidence using the table below and complete the evidence considerations box and obtain sign off from your Head of Service.</p> <p>*This will change should Members want to progress to public consultation and a full business case.</p>	

Protected Characteristics	Positive	Negative	No impact	Reasons
Age			X	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.
Disability			X	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.
Gender Reassignment			X	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.
Marriage & Civil Partnership			X	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.
Pregnancy & Maternity			X	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.
Race			X	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.
Religion / Belief			X	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal

				application to Government to create a new CFA would be accompanied by an EIA at that stage.
Sex (male / female)			X	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.
Sexual Orientation			X	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.

Are there aspects of the proposal that contribute to or improve the opportunity for equality?	Yes
<i>If answered Yes, describe what these are and how they may be promoted or enhanced</i> A larger organisation provides greater development and career opportunities for those working with in.	

Evidence Considered During Screening	
<ol style="list-style-type: none"> 1. Project Initiation Document and completed work packages. Report to Full Council (22nd March 2018). 2. Proposed creation of a new combined fire authority to include Hampshire, Southampton, Portsmouth and the Isle of Wight authorities. Report to Full Council (Thursday 14 June 2018). 	
Head of Service Sign off:	Geoff Howsego – Director of Strategic Change (HFRS & IWFRS)
Advice sought from Legal Services (Name)	The consultation pack was shared with and commented upon by Helen Miles
Date	06/08/2018

A signed version is to be kept by your team and also an electronic version should be published on the council's website (follow the link from the EIA page on the intranet)

Stage 2 Full Equality Impact Assessment

Assessor(s)Name(s):	Geoff Howsego – Director of Strategic Change (Building on the assessment completed by Jeff Walls – Group Manager Support on 28 th February 2018)
Directorate:	Fire and Rescue Service
Date of Completion:	6 August 2018

Name of Policy/Strategy/Service/Function Proposal

Consultation on the Creation of a New Combined Fire Authority

The Aims, Objectives and Expected Outcomes:

Aim

To conduct a public consultation exercise on behalf of both the Isle of Wight Council and Hampshire Fire and Rescue Authority for the proposal to create a new Combined Fire Authority (CFA) consisting of Hampshire, Isle of Wight, Southampton and Portsmouth.

Objective(s)

To carry out a public consultation exercise on behalf of Hampshire Fire and Rescue Authority (HFRA) and IWC.

The results of the exercise will be analysed and presented to each authority to inform a decision on whether to proceed with the proposal to form a new CFA or not.

To explore possible people impacts of creating a new CFA that are currently unknown.

Expected Outcomes

There will be a report submitted to each Authority which will include an analysis of the results of the consultation exercise. This will inform a decision on whether to proceed with the proposal to form a new CFA or not.

Please delete as appropriate:

- This is a proposal for changed council service

Scope of the Equality Impact Assessment

This Equality Impact Assessment (EIA) currently considers the work carried out to complete a consultation exercise and submit a report to Members of the Isle of Wight and Hampshire Fire Authorities. The scope of this EIA is restricted to reflect the impact on the Isle of Wight (a separate people impact assessment is being undertaken in Hampshire).

It is envisaged, should Members of both Authorities indicate they would like to progress to submit an application to government to create a new CFA, the EIA will be re-scoped to explore the broader implications at that stage.

Analysis and assessment

As noted above this EIA accompanies a consultation document. There will be a paper submitted to Members which will include an analysis of the feedback received. This will enable an informed decision to be made as whether to proceed with the proposal to create a new CFA or not.

This stage has no impact on any Island residents who are captured within any of the nine protected characteristics. One of the aims of the consultation is to collect feedback on whether there could be such impact if the proposal was taken forward. This will be reflected in the analysis of the feedback received and will form part of the paper to members.

The decision made by members will either move towards a new combined authority or stop progression at this stage. Whilst this is a fundamental decision, the broader equality implications will occur through the public consultation and therefore help to inform that decision.

Recommendations

The completion of a public consultation exercise has no impact on any of the Island's population captured within the nine protected characteristics of the Equality Act 2010. It is the recommendation of this assessment that the consultation exercise is progressed.

It is further recommended that this EIA is reviewed or a new EIA produced should Members decide to progress to the stage of submitting an application to Government for the creation of a new CFA.

As part of the public consultation, responses will form an indication of impacts to the public and as such inform the decision as part of the subsequent report.

Action/Improvement Plan

The table below should be completed using the information from your equality impact assessment to produce an action plan for the implementation of the proposals to:

1. Remove or lower the negative impact, and/or
2. Ensure that the negative impact is legal under anti-discriminatory law, and/or
3. Provide an opportunity to promote equality, equal opportunity and improve relations within equality target groups, i.e. increase the positive impact

Area of impact	Is there evidence of negative positive or no impact?	Could this lead to adverse impact and if so why?	Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group or any other reason?	Please detail what measures or changes you will put in place to remedy any identified impact (NB: please make sure that you include actions to improve all areas of impact whether negative, neutral or positive)
Age	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.	N/A	N/A	N/A
Disability	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.	N/A	N/A	N/A

<p style="text-align: center;">Page 122</p> <p style="text-align: center;">Area of impact</p>	<p style="text-align: center;">Is there evidence of negative positive or no impact?</p>	<p style="text-align: center;">Could this lead to adverse impact and if so why?</p>	<p style="text-align: center;">Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group or any other reason?</p>	<p style="text-align: center;">Please detail what measures or changes you will put in place to remedy any identified impact (NB: please make sure that you include actions to improve all areas of impact whether negative, neutral or positive)</p>
Gender Reassignment	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.	N/A	N/A	N/A
Marriage & Civil Partnership	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.	N/A	N/A	N/A
Pregnancy & Maternity	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage..	N/A	N/A	N/A
Race	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth.	N/A	N/A	N/A

Area of impact	Is there evidence of negative positive or no impact?	Could this lead to adverse impact and if so why?	Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group or any other reason?	Please detail what measures or changes you will put in place to remedy any identified impact (NB: please make sure that you include actions to improve all areas of impact whether negative, neutral or positive)
	A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.			
Religion / Belief	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.	N/A	N/A	N/A
Sex (male or female)	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.	N/A	N/A	N/A
Sexual Orientation	This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.	N/A	N/A	N/A

<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 124</p> <p>Area of impact</p>	<p>Is there evidence of negative positive or no impact?</p>	<p>Could this lead to adverse impact and if so why?</p>	<p>Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group or any other reason?</p>	<p>Please detail what measures or changes you will put in place to remedy any identified impact (NB: please make sure that you include actions to improve all areas of impact whether negative, neutral or positive)</p>
<p>HR & workforce issues</p>	<p>This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.</p>	<p>N/A</p>	<p>N/A</p>	<p>N/A</p>
<p>Human Rights implications if relevant</p>	<p>This EIA accompanies a consultation document which seeks views on a proposal to create a new CFA consisting of Hampshire, Isle of Wight, Southampton and Portsmouth. A decision to progress to a formal application to Government to create a new CFA would be accompanied by an EIA at that stage.</p>	<p>N/A</p>	<p>N/A</p>	<p>N/A</p>
<p>Please remember - actions should have SMART targets and be reported to the Diversity Board (this should be done via your Directorate representative) and incorporated into your service/team Plans and /or objectives of key staff</p>				

Summary	
Date of Assessment:	6 August 2018
Signed off by Head of Service/Director	Geoff Howsego – Director of Strategic Change (HFRS/IWFRS)
Review date	N/A
Date published	06/08/2018

<i>Publishing checklist</i>	Yes	No
<ul style="list-style-type: none"> • <i>Plain English – will your EIA make sense to the public?</i> • <i>Acronyms – check you have explained any specialist names or terminology</i> • <i>Evidence – will your evidence stand up to scrutiny; can you justify your conclusions?</i> • <i>Stakeholders and verification – have you included a range of views and perspectives to back up you analysis?</i> • <i>Gaps and information – have you identified any gaps in services or information that need to be addressed in the action plan?</i> • <i>Success stories – have you included any positive impacts that have resulted in change for the better?</i> • <i>Action plan – is action plan SMART? Have you informed the relevant people to ensure the action plan is carried out?</i> • <i>Review have you included a review date and a named person to carry it out?</i> • <i>Challenge – has your equality impact assessment been taken to Diversity Board/Call Over for challenge?</i> • <i>Signing off – has your Head of Service/Director signed off your EIA?</i> • <i>Basics – have you signed and dated your EIA and named it for publishing?</i> • <i>A signed version to be kept by your team for review and electronic version to be uploaded on to the council’s website</i> 		

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**POLICY AND PROJECT
ADVISORY BOARD**

REPORT NO. ED1804

19 SEPTEMBER 2018

**EXECUTIVE DIRECTOR
(CUSTOMERS, DIGITAL & RUSHMOOR 2020)**

**RUSHMOOR 2020 MODERNISATION AND IMPROVEMENT
PROGRAMME – APPOINTMENT OF TASK AND FINISH GROUP**

1. INTRODUCTION

- 1.1 At its meeting on 29th May, 2018, the Cabinet agreed the establishment of the Rushmoor 2020 Programme as the Council's approach to modernisation and improvement for the next two years (Report No. CEX1801). The ambition for the programme is to modernise and improve how the Council works to increase customer focus, deliver sustainable savings, provide excellent services and drive forward the regeneration programme.
- 1.2 The Rushmoor 2020 Programme will help to ensure that all of the Council's plans for improvement and financial sustainability are addressed through a single delivery programme, which includes the recommendations and improvements raised through the LGA Peer Challenge, Staff Survey and Customer Experience project.
- 1.3 On 27th June, a Members' Seminar and Workshop on the Rushmoor 2020 Programme was held, when the high-level plan, which comprises seven work streams, was presented and discussed in further detail. The seven work streams and proposed outcomes are as follows:

Work Stream	Outcome
Customer Experience	All our customers have an excellent customer experience every time
Vision and Priorities	A Council with a clear vision and effective leadership for our residents and places
People	Staff with the right skills and behaviours in the right roles, committed to delivering the best possible outcomes for our communities
Improving Performance Management and Governance	We have a clear view of performance and robust arrangements to ensure delivery
Financial Sustainability	We achieve savings in a sustainability way while maintaining the quality of our services and maximising our assets
Digital Council	Technologies enable and support new ways of working and doing business – for our staff, customers and those who do business with us

Communications	Our residents, businesses, staff and members are well informed
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1.4 At the Seminar, there was a particular focus on the customer experience project, with an update on work carried out with IESE, and a workshop activity carried out by Members to consider the key customer service principles to underpin the programme and the delivery of services to residents and customers. It was also noted that there would be a leading role for the Policy and Project Advisory Board in shaping the customer experience project and setting the policies associated with how the Council moves forward.

2. APPOINTMENT OF TASK AND FINISH GROUP

2.1 It is proposed that the Policy and Project Advisory Board appoint a cross-party task and finish group, with the terms of reference attached at Appendix 1, to help shape projects and policies associated with the Rushmoor 2020 Modernisation and Improvement Programme. The key areas of the Programme for the Task and Finish Group will comprise:

- Vision and Priorities
- Customer Experience
- Digital Council
- Communications

2.2 Group Leaders have nominated representatives and the first meeting is planned to take place in October 2018.

3. RECOMMENDATION

3.1 That a Rushmoor 2020 Modernisation and Improvement Programme Task Group be appointed, with the terms of reference attached at Appendix 1. The Membership in 2018/19 to include Cllrs Adrian Newell, Alex Crawford, Keith Dibble, Jonathan Canty and two further Conservative Group Members to be confirmed.

KAREN EDWARDS
EXECUTIVE DIRECTOR (CUSTOMERS, DIGITAL & RUSHMOOR 2020)

Contact: Jill Shuttleworth, Democratic Services Manager Ext: 8822

DRAFT

**RUSHMOOR 2020 MODERNISATION AND IMPROVEMENT
PROGRAMME TASK AND FINISH GROUP**

TERMS OF REFERENCE

A. FUNCTIONS

1. To develop a broad understanding of the Rushmoor 2020 Modernisation and Improvement Programme, and to help shape projects and policies associated with the Programme (attached).
2. In particular, to help develop the approach and shape policies which support and enable the delivery of the following areas of the Rushmoor 2020 Programme:

Vision and Priorities

- (i) Development of a long-term vision for the Borough and the Council
- (ii) Regular engagement with residents/community to inform long-term vision

Customer Experience

- (iii) Development and delivery of the Customer Experience Project

Digital Council

- (iv) Digital projects which support new ways of doing business for our staff, customers and those who do business with us

Communications

- (v) Development and implementation of a new Communications Strategy
3. To make recommendations to the Policy and Project Advisory Board (with recommendations for the Cabinet) on projects and proposals associated with the Rushmoor 2020 Modernisation and Improvement Programme.

B. TIMESCALES

The Task and Finish Group to undertake its work during 2018/19 and 2019/20 to reflect the expected timescales for the 2020 Programme. The role and functions of the Group to be reviewed by the Progress Group periodically.

C. **MEMBERSHIP**

A cross-party group of councillors appointed by the Policy and Project Advisory Board, including the portfolio holder for Customer Experience and Improvement.

The suggested core Membership:

- 4 Conservative Members (including the Portfolio Holder)
- 2 Labour Members
- 1 Independent/Liberal Democrat Member (subject to interest to participate)

The Group to be chaired by the Chairman or a Vice-Chairman of the Policy and Project Advisory Board who will be appointed at the first meeting.

Rushmoor 2020

Modernised organisational arrangements and service delivery, underpinned by a clear vision

Customer Experience <i>All our customers have an excellent customer experience every time</i>			
Develop and deliver the Customer Experience Project			
Place & priorities <i>A Council with a clear vision and leadership for our residents and places</i>	People <i>Staff with the right skills and behaviours in the right roles, committed to delivering the best possible outcomes for our communities</i>	Improving Performance Management & Governance <i>We have a clear view of performance and robust arrangements to ensure delivery</i>	Financial Sustainability <i>We achieve savings in a sustainable way while maintaining the quality of our services and maximising our assets</i>
<p>Develop a longer term vision for the Borough and the Council</p> <p>Extend the planning horizon for the next Council Plan to support delivery of the vision</p> <p>Undertake more regular resident surveys and other engagement to inform the development and on-going review of the vision for the Borough and service transformation</p> <p>Reshape the Rushmoor Strategic Partnership (RSP) to focus on fewer more strategic issues</p>	<p>Build the new Executive Leadership Team and Corporate Leadership Team</p> <p>Strengthen capacity in key areas, such as regeneration; transformation and organisational development through a combination of buying in external expertise, partnerships and skills transfer and growing talent within the organisation</p> <p>Establish and support the new service arrangements</p> <p>Review the HR service</p> <p>Develop and implement a new workforce strategy</p> <p>Embed the new behaviours framework</p> <p>Deliver a learning and development programme for officers and members to support the delivery of Rushmoor 2020</p> <p>Develop all managers to have the skills and confidence to demonstrate leadership and manage performance</p> <p>Establish 'cross slice' leadership programme</p> <p>Establish an approach to early exit which supports our move to sustainability</p>	<p>Develop and put in place a new performance management framework</p> <p>Implement new member scrutiny and policy development arrangements</p> <p>Put in place ongoing staff and member development for new policy and scrutiny arrangements</p> <p>Establish effective Governance arrangements for</p> <ul style="list-style-type: none"> • Regenerating Rushmoor Programme • Rushmoor 2020 Programme • Other Major projects 	<p>Build a wider understanding of the underlying financial challenges now facing the Council, including more regular monitoring and vigorous challenge to significant or high risk budgets</p> <p>Secure and deliver additional savings and income generation to reduce the use of reserves to produce a balanced budget over the coming years and move to a risk based assessment of the level of required reserves</p> <p>Improve arrangements for the management, use and acquisition of property including a new asset management strategy and proactive performance monitoring of investment returns for commercial property investments</p> <p>Establish a local housing company</p> <p>Continue work with community and voluntary organisations to reduce reliance on Council financing</p> <p>Complete review of all fees and charges and embed as part of the budget process</p> <p>Re-tender the Council's leisure contracts to reduce revenue costs</p> <p>Deliver a comprehensive plan of targeted savings from procurement</p>
Digital Council <i>Technologies enable and support new ways of working and doing business – for our staff, customers and those who wish to do business with us</i>			
New Website	Deliver Cloud Strategy including Office 365 –	Digital skills	
Enable new Ways of Working	Public access portal(s)	Infrastructure and Security	
Support the modernisation of service technology including mod.gov	Review 'Love Rushmoor' App	New Intranet/Staff Hub	
Communications <i>Our residents, businesses, staff and members are well informed</i>			
Develop and implement new communications strategy			

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POLICY AND PROJECT ADVISORY BOARD WORK PROGRAMME

The purpose of the work programme is to plan, manage and co-ordinate the ongoing activity and progress of the Council's Policy and Project Advisory Board, incorporating policy development work carried out through working groups.

(A) CURRENT WORKING GROUPS APPOINTED BY THE POLICY AND PROJECTS ADVISORY BOARD

GROUP	MEMBERSHIP 2018/19	CURRENT POSITION	CONTACT
Elections Group	<p>Cllrs Sophia Choudhary, G.B. Lyon, J.E. Woolley, S.J. Masterson, K. Dibble and B. Jones</p> <p>Cllr P.G. Taylor also in attendance</p> <p>Chairman: Cllr John Woolley</p>	<p>Meeting held on 2/8/18 - review of elections 2018, current work in relation to electoral reviews, and new developments.</p> <p>Next meeting planned for September. The main activity will be arrangements for the 2019 election and outcomes from the elections 'systems thinking' review/ planning next steps.</p>	<p>Andrew Colver, Head of Democracy, Strategy and Partnerships, Tel: (01252) 398820, Email: andrew.colver@rushmoor.gov.uk</p>
<p>Strategic Housing and Local Plan Group</p> <p>To steer the development of the Local Plan and monitor updates to the Housing and Homelessness Strategy</p>	<p>Cllrs A.R. Newell, D.E. Clifford, Barbara Hurst, B.A. Thomas, R.L.G. Dibbs, M.J. Tennant, M.J. Roberts, C.P. Grattan, D.M.T Bell</p> <p>Chairman: Cllr Adrian Newell</p>	<p>Meeting held on 31/7/18:</p> <ul style="list-style-type: none"> • Update on the Rushmoor Local Plan - feedback from the Examination and next steps to adoption • Housing and Homelessness Strategy update • Green Infrastructure Strategy <p>A work programme for the period September 2018 to July 2019 has been prepared. Next meeting planned for November 2018.</p>	<p>Keith Holland Head of Planning Tel: (01252) 398790 keith.holland@rushmoor.gov.uk</p> <p>Louise Piper Planning Policy and Conservation Manager</p> <p>Zoe Paine Strategy and Enabling Manager (Housing)</p>

GROUP	MEMBERSHIP 2018/19	CURRENT POSITION	CONTACT
Aldershot Regeneration Group	Cllrs Sophia Choudhary, M.J. Tennant, P.I.C Crerar, M.L. Sheehan, A.H. Crawford and Sue Dibble Chairman: TBC	The Cabinet agreed the Regeneration Programme on 29/5/18. Members' Seminar to update on the projects to be held on 27/9/18. Discussion planned at Progress Group 15/10/18.	Karen Edwards Executive Director Tel: (01252) 398800 karen.edwards@rushmoor.gov.uk
Farnborough Regeneration Group	Cllrs Marina Munro, M.J. Tennant, Liz Corps, P.G. Taylor, C.P. Grattan and B. Jones Chairman: TBC	The Cabinet agreed the Regeneration Programme on 29/5/18. Members' Seminar to update on the projects will be held on 27/9/18. Discussion planned at Progress Group 15/10/18.	Karen Edwards Executive Director Tel: (01252) 398800 karen.edwards@rushmoor.gov.uk
Leisure Facilities and Contracts	Cllrs C.P. Grattan, T.D. Bridgeman, A. Newell, Mara Makunura, Marina Munro, Liz Corps and D. Bell Chairman: Cllr Adrian Newell	On 12/7/18, the Board considered an item on current leisure provision and potential future options and agreed the appointment of a task and finish group. On 25/7/18, the Progress Group agreed draft terms of reference, subject to identifying priorities and setting timescales for specific tasks. Information on current and future leisure trends to be circulated to the new Group. Linked to this, the Progress Group has identified future work around the development of a new Procurement Strategy . It was noted that this should be informed by Overview and Scrutiny review activity.	Peter Amies Head of Community and Environmental Services Tel: (01252) 398750 peter.amies@rushmoor.gov.uk

GROUP	MEMBERSHIP 2018/19	CURRENT POSITION	CONTACT
Rushmoor 2020 Modernisation and Improvement Programme Task and Finish Group	<p>Cllrs K. Dibble, A. Crawford, A Newell, J Canty (2x Conservatives to be confirmed)</p> <p>Chairman: Cllr Adrian Newell</p>	<p>On 19/9/18, the Board to consider appointing a task and finish group to help shape projects and policies associated with the Rushmoor 2020 Modernisation and Improvement Programme.</p> <p>The Progress Group agreed draft terms of reference at its meeting on 25/7/18.</p> <p>The Progress Group has identified issues that could be incorporated within the 2020 modernisation work;</p> <ul style="list-style-type: none"> • big data and digital strategy - including getting different council systems to work together. • longer-term visioning piece to incorporate key issues relevant to Rushmoor from existing resources i.e. Carbon Strategy, Intergenerational Report. 	<p>Karen Edwards, Executive Director Tel: (01252) 398800 karen.edwards@rushmoor.gov.uk</p>

(B) OTHER ISSUES/MATTERS FOR THE WORK PROGRAMME

ISSUE	DETAILS	CONTACT DETAILS
Aldershot Town Centre Strategy	<p>On 19/9/18, the Board will consider a report with proposals for the development of an Aldershot Town Centre Strategy.</p> <p>Members will be invited to consider the priorities for the short-term, during the regeneration phase, as well as the longer-term strategy. Hill Investments, the Council's proposed Investment Partner, to be invited to the meeting.</p> <p>It is planned that the Strategy will include a mix of elements including retail, leisure, culture and heritage, and should be informed by best practice in other towns, and existing guidance e.g. LGA Revitalising Town Centres, and The Grimsey Review.</p> <p>The Progress Group has asked for feedback on how the various town centre events and activities affect footfall.</p>	<p>David Phillips Town Centre and Cultural Services Manager Tel: (01252) 398570 david.phillips@rushmoor.gov.uk</p>
Establishment of a Local Housing Company	<p>The Policy and Project Board considered arrangements for the establishment of a Local Housing Company at a special meeting on 30th August, 2018, and will continue its consideration at a meeting on 26th September.</p> <p>A report with recommendations to be made to the Cabinet meeting on 16th October, 2018.</p>	<p>Karen Edwards, Executive Director Tel: (01252) 398800 karen.edwards@rushmoor.gov.uk</p>
HCC T19 – public consultation on street lighting, supported passenger transport services and the concessional travel scheme	<p>The Board considered the HCC T19 consultation at its meeting on 12/7/18.</p> <p>The portfolio holder submitted a written response, informed by the Board's comments to meet the consultation deadline on 5th August, 2018. Copy circulated to the Board.</p>	<p>Ian Harrison Executive Director Tel: (01252) 398400 ian.harrison@rushmoor.gov.uk</p>

Health, Wellbeing and Obesity	<p>At the Council Meeting on 18/4/18, a Notice of Motion on the topic of 'tackling obesity' was referred for further consideration.</p> <p>On 21/11/18, the Board to hold a scoping session, with a view to understanding more about the issue, areas where progress has been made, and potential issues for future policy change/support.</p> <p>The Progress Group asked that existing evidence be provided for the meeting; Hampshire Healthy Weights Strategy, Obesity Audit, Rushmoor specific healthy weights audit and to invite a representative from HCC.</p>	<p>Peter Amies Head of Community and Environmental Services Tel: (01252) 398750 peter.amies@rushmoor.gov.uk</p>
Southwood Park Management Plan	<p>Update on the latest position to be discussed at the Progress Group once the results from commissioned work are available.</p>	<p>Ian Harrison Executive Director Tel: (01252) 398400 ian.harrison@rushmoor.gov.uk</p>
Development of Asset Management Strategy	<p>Item proposed by the Progress Group on 14/6</p>	

**POLICY AND PROJECTS ADVISORY BOARD
AGENDA PLANNING – 2018-2019**

12th July 2018	<ul style="list-style-type: none"> • Leisure Facilities and Contracts • Response to T19 Consultation – street lighting, supported passenger transport services and concessionary travel • Hampshire Vision 2050 - Commission of Inquiry
30th August 2018	<ul style="list-style-type: none"> • Establishment of a Local Housing Company
19th September 2018	<ul style="list-style-type: none"> • Aldershot Town Centre Strategy • Fire and Rescue Combined Authority Consultation • Appointment of Rushmoor 2020 Modernisation and Improvement Programme Task and Finish Group
26th September 2018	<ul style="list-style-type: none"> • Establishment of a Local Housing Company
21st November 2018	<ul style="list-style-type: none"> • Scoping session – health, wellbeing and obesity • Budget Strategy
23rd January 2019	<ul style="list-style-type: none"> •
3rd April 2019	<ul style="list-style-type: none"> •

PROGRESS GROUP MEETINGS

Membership: Cllrs A.R. Newell, Marina Munro, Sophia Choudhary, J.B. Canty, M.J. Roberts and P.F. Rust (Standing Deputy – Cllr R.L.G. Dibbs)

25th July 2018	<ul style="list-style-type: none"> • Planning for Health, Wellbeing and Obesity item in September • Terms of reference for 2020 modernisation and improvement Group
15th October 2018	<ul style="list-style-type: none"> • Discussion on Regeneration arising from the Members' Seminar in Autumn 2018 • Discussion on potential items of business from Environmental Health for the Board • Discussion on Strategy for future investment in relation to playgrounds within the Borough • Discussion on LGA Green papers as items for business
4th December 2018	<ul style="list-style-type: none"> • Review Progress Group's terms of reference • Follow up on Health, Wellbeing and Obesity
6th February 2019	<ul style="list-style-type: none"> •
8th April 2019	<ul style="list-style-type: none"> •