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MANCHESTER
CITY COUNCIL

# Overview and Scrutiny District Centres Subgroup

Date: Wednesday, 6 March 2019
Time: 5.30 pm
Venue: Council Antechamber - Level 2, Town Hall Extension

Everyone is welcome to attend this subgroup meeting.

**Access to the Council Antechamber**

Public access to the Council Antechamber is on Level 2 of the Town Hall Extension, using the lift or stairs in the lobby of the Mount Street entrance to the Extension. That lobby can also be reached from the St. Peter's Square entrance and from Library Walk. **There is no public access from the Lloyd Street entrances of the Extension.**

## Membership

**Councillors** - Shilton Godwin (Chair), Connolly, Hughes, Kirkpatrick and Madeleine Monaghan

# Agenda

# Further Information

For help, advice and information about this meeting please contact the Committee Officer:

Rachel McKeon
Tel: 0161 234 4997
Email: rachel.mckeon@manchester.gov.uk

This agenda was issued on **Wednesday, 27 February 2019** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension, Manchester M60 2LA

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# Economy Scrutiny Committee – District Centres Subgroup

**Minutes of the meeting held on 19 December 2018**

**Present:**

Councillor Shilton Godwin – in the Chair
Councillors Hughes, Kirkpatrick and Madeleine Monaghan

Councillor Sheikh, Assistant Executive Member for Housing and Regeneration
Councillor Lynch, Ward Councillor for Northenden
Councillor Mary Monaghan, Ward Councillor for Northenden
Councillor Russell, Ward Councillor for Northenden
Councillor Reid, Ward Councillor for Gorton and Abbey Hey

Dr Steve Millington, Institute of Place Management (IPM), Manchester Metropolitan University (MMU)
Gareth Roberts, IPM, MMU
Chloe Steadman, IPM, MMU

**Apologies:** Councillor Connolly

**ESC/OSG/18/09 Minutes**

**Decision**

To approve as a correct record the minutes of the meeting held on 11 September 2018.

**ESC/OSG/18/10 Vital and Viable Neighbourhoods - Place Management Pilots Progress Report**

The Group considered the report of the Strategic Director (Development) which provided Members with an update on progress with the District Centre Place Management Pilot projects that were being delivered by the Institute of Place Management (IPM) at Manchester Metropolitan University, with the support of the Council. The Place Management Pilots were a key aspect of the work programme overseen by the District Centres Subgroup, and were considering new opportunities to engage local stakeholders and enhance the quality of Manchester neighbourhoods.

The report, which was accompanied by a presentation, summarised the outcomes of the Northenden and Gorton Place Management Pilots, both of which had reached the final report stage.

Dr Millington referred to the main points and themes within the report which included:-

- Work to identify the most effective policy approach the Council and its partners could take to promote successful centres in Manchester;
- The approach to the Place Management Pilots;
- A description of the Northenden Place Management Pilot and an overview of the recommendations;
- A description of the Gorton Place Management Pilot and an overview of the recommendations; and
- Noting that once the reports for all four pilots were available, it was suggested that the Council review all recommendations and determine key general policy and practice to be considered across the city.

Some of the key points that arose from the discussions with Ward Councillors were: -

- Northenden Ward Councillors welcomed the report and the work undertaken by the IPM, noting that there were many positive and unique aspects to the area that needed to be promoted, and the need to engage with and involve more residents in this activity;
- What was being done to promote the evening economy in Northenden, noting that the footfall data indicated a significant decline in the evening; and
- Welcoming the collective effort and dedication from Ward Councillors, officers and local resident groups that had contributed to the improvements experienced in Northenden.
- Gorton Ward Councillors felt attendance at the Gorton workshop was low, and were confident that a further workshop could improve engagement with local groups;
- Although the report suggested that Gorton lacked a central hub, the market was very popular with local residents;
- Welcoming the inclusion of the shops along Hyde Road in the study, commenting that they presented a visual disamenity in the area;
- The relevant Executive Member should look at the legislation relating to shops using the pavement in front of their store to display goods, and where necessary use enforcement powers to prevent this;
- There was a need to improve the food offer such as cafés and restaurants in the centre of Gorton;
- What was the purpose of the report and how much had it cost and how would the report be used to drive improvements and influence change in the Gorton area;
- Noting that people were moving into Gorton as neighbouring areas were becoming increasingly expensive and this provided an opportunity and stimulus for regeneration and redesigning the local offer to ensure it met the needs of the local population, including older residents; and
- Consideration should be given to managing the balance of the centre, particularly given the potential impact of the very large Tesco.

The Chair provided all of those present with the background and rationale as to why the Subgroup had been established, and recommended that the presentation that had been delivered by the IPM at the September meeting be circulated to the Ward Councillors present. The Strategic Director (Development) commented that the Gorton area had been identified to be included in the pilot study as it was recognised that the area required investment similar to that experienced in Harpurhey. He reported that the investment in Harpurhey had delivered positive outcomes for the local area, supported by locating public services in the area. He said that the work of the Subgroup and the recommendations that would arise would inform future policy decisions. He advised that the Subgroup should consider inviting the relevant Executive Members to a future meeting to discuss and prioritise resources to support its recommendations.

Dr Millington responded by saying that he acknowledged the comment regarding the Gorton workshop. He said that the methodology used in the production of these reports was recognised nationally, however, noting the low turnout the report did specifically recommend that the event be run again. In response to a comment from a Member he clarified that the purpose of the study was not for the IPM to prescribe or dictate a list of actions for each district centre, but rather to provide residents and stakeholders with the data and evidence to stimulate local discussions and support the empowerment of residents and stakeholders to devise their own actions and priorities.

The Strategic Director (Development) confirmed that another Gorton workshop would be organised taking into account the comments from the Ward Councillors and a date for this would be agreed and circulated. Dr Millington further commented that his team would meet with the Members, the Neighbourhood Team and local stakeholders to explain the project and answer any questions prior to the event taking place. The Chair welcomed this suggestion.

The Neighbourhood Officer (South Area Team) informed the Subgroup of the work delivered to engage with residents and local businesses in the Northenden ward following publication of the report. She said the report provided an excellent platform to engage with as many residents and local businesses as possible. She reported that a variety of community events had resulted in the securing of funding to support a local Christmas event and the establishment of a local market. She informed Members that the collection of footfall data would be shared with local businesses to evidence the benefits to the local economy of such events.

The Neighbourhood Officer (South Area Team) further commented that to improve the evening footfall and support the evening offer they worked closely with developers to plan the high street. In addition, a new theatre would be opening in the new year that would attract people into the area and the local area offered a number of very good restaurants that supported the promotion of Northenden village as an attractive destination.

The Neighbourhood Manager (South Area Team) stated that, in addition to ward coordination and local forums, a specific group would be established in the new year to progress the findings of the report, commenting that the report had already been shared with local stakeholders. The Planning and Infrastructure Manager responded to a comment from the Chair regarding the importance of sharing footfall data with local businesses by stating that consideration would be given as to how this would be shared in a meaningful and informative manner. The Strategic Director (Development) added that this data, in particular increased footfall data as a result of events, was very compelling evidence to meaningfully engage with stakeholders to promote and establish a sense of place and transform an area.

The Strategic Director (Development) welcomed a comment from a Member that a local resident had coined the term Riverside Village to describe Northenden. He stated that consideration needed to be given to exploring the opportunities to improve the cycling and walking links and signage along the river to adequately connect Northenden to its neighbouring Manchester wards. The Chair commented that she had obtained evidence from a study undertaken in London as to the benefits of this approach and requested that the Scrutiny Support Officer circulate this information.

The Planning and Infrastructure Manager confirmed that funding had been provided for this research and reported that the evidence arising from this work would inform a range of actions for Gorton that would enable residents and stakeholders to stimulate and generate change.  He also confirmed that the report had been shared with the local Neighbourhood Team and they would be invited to future meetings to contribute to the discussions and share their experience.

The Assistant Executive Member for Housing and Regeneration stated that he welcomed the report, commenting that the agents of change were local people and businesses who were engaged with and empowered to influence their local area. He described the success experienced in Levenshulme over recent years, describing that this had been driven by local residents. He said that if Members were interested he could facilitate meetings with those involved in the successful Levenshulme market to share good practice.

**Decisions**

The Subgroup :-

1. Recommend that another Gorton workshop be arranged at the earliest opportunity;

2. Recommend that prior to the Gorton workshop taking place, representatives from the Institute of Place Management meet with ward councillors and the Neighbourhood Team to ensure that the right people are invited to the workshop;

3. Request that the Scrutiny Support Officer circulates the report on walking and cycling that was referred to by the Chair to those Members present;

4. Recommend that consideration be given as to how footfall data is shared with local businesses and stakeholders to demonstrate and promote the benefits of local organised events;

5. Recommend that consideration be given as to how public sector partners can be encouraged to locate services in district centres;

6. Request that the Scrutiny Support Officer circulate the presentation that was delivered at the meeting on 11 September 2018 to those Members present;

7. Recommend that consideration be given to how enforcement powers can be used to improve the appearance of commercial premises in Gorton and address the practice of using the public footpath to display goods; and

8. Recommend that officers prepare a summary of the ‘quick wins’ that have been identified across the pilot projects and that these are shared with all Members to help support and influence change and empower local communities.

**ESC/OSG/18/11 Terms of Reference and Work Programme**

The Chair informed Members that the date and time for the next meeting would be circulated following consultation with Members. She stated that at the next meeting the group would consider the Harpurhey Place Management Pilot report and the Underserved Communities report.

**Decisions**

The Subgroup :-

1. Noted that the date and time of the next meeting would be agreed in consultation with Members;

2. Noted that Members would consider the Harpurhey Place Management Pilot report and the report on Under-Served Communities at the next meeting; and

3. Agreed the work programme subject to the above amendment.

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**Manchester City Council**
**Report for Information**

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| **Report to:** | District Centres Subgroup – 6 March 2019 |
| **Subject:** | Vital and Viable Neighbourhoods / Place Management Pilots **-** Harpurhey District Centre Report |
| **Report of:** | Strategic Director (Development) |

## Summary

This report provides the Subgroup with an update on progress with the District Centre Pilot projects that are being progressed by the Institute of Place Management (IPM) at Manchester Metropolitan University, with the support of the Council. The Place Management Pilots are a key aspect of the work programme overseen by the District Centres subgroup, and are considering new opportunities to engage local stakeholders and enhance the quality of Manchester neighbourhoods.

The report summarises the outcome of the Harpurhey Place Management Pilot (which has reached final report stage), and provides a brief update on other work.

## Recommendations

To note the report and to provide any comments on the work to date.

## Contact Officers:

| | |
|---|---|
| Name: | Eddie Smith |
| Position: | Strategic Director (Strategic Developments) |
| Telephone: | 0161 234 3030 |
| Email: | e.smith@manchester.gov.uk |
| | |
| Name: | Richard Elliott |
| Position: | Head of City Policy |
| Telephone: | 0161 219 6494 |
| Email: | r.elliott@manchester.gov.uk |

Wards affected: Chorlton, Chorlton Park, Gorton and Abbey Hey, Harpurhey,

## Background documents (available for public inspection):

None

## 1.0 Background

1.1 Previous reports to this subgroup have set out the work programme the council has endorsed, which aims to consider the most effective policy approach the council and its partners can take to promote successful centres in Manchester. The work programme has been developed alongside the Institute of Place Management (based at Manchester Metropolitan University), a body with particular interest in the study and promotion of place management techniques.

1.2 A core aspect of the work programme comprises Place Management Pilots in four of Manchester's centres (Chorlton, Gorton, Harpurhey and Northenden). These are exercises that bring together a centre's stakeholders, bring to their attention key evidence relating to activity and character of the centre and agree the actions that could be most beneficial for the centre's performance. There are aspects of this process that are clearly aligned with the Our Manchester approach. The council has a key role to play, but the degree to which an ongoing programme of activity can be agreed and delivered is a function of the level of commitment from other stakeholders. This report provides an update on the development of the Place Management Pilot with particular reference to the work in Harpurhey District Centre.

## 2.0 Manchester Place Management Pilots – Update

### Approach to the Place Management Pilots

2.1 Although each centre is different and will warrant a different management approach, there has been a common overall format to the Place Management Pilots, reflecting the IPM's experience in other locations. The Place Management Pilots comprise an initial assessment by the IPM, a stakeholder workshop and a final report of recommendations. The initial assessment considered footfall data, collected through counters installed in each of the centres, and an audit undertaken through a site visit.

2.2 For the workshop, it was considered important that an appropriate range of stakeholders were invited. Consideration was given to representatives of local businesses (in particular, local traders and land owners), active community groups, service providers and residents. Lists of invitees were prepared through engagement with the council's Neighbourhood Teams and local members. The workshop itself would take place over the course of two hours. It comprises an initial presentation of the IPM's academic research into place management of centres. The two key pieces of research are the High Street 2020 project (focused on understanding the issues that can determine a centre's success) and Bringing Big Data to Small Users, which sought to bring information regarding centre performance (in particular footfall) to local people so that they are able to make informed decisions on collective place management. This section provided background for workshop attendees, and began generating thought and discussion over the centre's performance.

2.3 Next, attendees were asked to work in groups to identify key characteristics and strengths of the centre, which would then be fed back to the wider group. This gave a good sense of the overall range of perceptions of the centre, including the key strengths and opportunities that could provide a basis for action to improve centre performance.

2.4 The final section of the workshop urges attendees to consider their role in effecting the changes identified. There is a tendency to assume a lack of control across stakeholders, but the IPM research suggests that, particularly where stakeholders can work effectively as a collective, considerable influence can be exercised at the local level. For example, footfall data may reveal that the centre has visitors at times when most premises are closed. Whilst single traders may feel unable to effectively influence trading hours, acting as a group the traders are the only stakeholders able to address this issue.

2.5 Following the workshop, the IPM prepare a report for the centre. This summarises the assessment undertaken by the IPM and the outcomes of the workshop. It also includes a set of recommendations for further action. Based on a conceptual framework developed through the High Street 2020 project, these are organised around the ideas of:

- Repositioning – realigning a centre's function based on an understanding of its market position;
- Reinventing – focusing on changing perceptions and image for a centre;
- Rebranding – using measures around branding and public relations to engage more effectively with a centre's catchment; and,
- Restructuring – seeking to change the physical and governance characteristics of a centre.

2.6 At the present time, the workshops have been held in Northenden, Gorton and Harpurhey. The report for Harpurhey is attached as an appendix to this report. The workshop in Chorlton is arranged for Thursday 28th February and an update on this will be provided at the meeting.

**Harpurhey Place Management Pilot**

*Place Management Pilot Workshop*

2.7 The workshop for the Harpurhey Place Management Pilot was held on the afternoon of 25 July 2018 at the Manchester Youth Zone. For this workshop, it was felt that the stakeholder focus should be on centre operators, including the centre management company, traders and local public services. However, a separate event was organised to engage the wider local community (particularly residents). The workshop was attended by 12 people, including:

- Council officers from the Neighbourhood Team, Policy Partnerships and Research, Libraries, the Harpurhey District Office and Community Safety;
- Local Traders

- The Manchester Youth Zone
- Northwards Housing

2.8 The draft report for Harpurhey has recently been completed is attached at appendix 1. The document has been circulated to ward members and any comments received will be reported at the meeting.

Some of the initial views expressed at the workshop, though, recognised that the range of local services were well- matched to the local catchment, and highlighted the value of co-locating public services (the library, college, youth zone and council office) with the commercial activity in the centre, generating both visitors and a base of workers to generate footfall.

| Theme | Overview of findings and recommendations |
|---|---|
| Repositioning | Findings – Very good footfall figures. The centre is functioning well in meeting the community's basic needs.<br><br>Quick wins – Potential to increase visibility of the centre further through marketing activity, repositioning Harpurhey centre from one that fulfils basic requirements to one that is seen as the "centre of the community", or community hub, in order to build on the already impressive footfall figures. |
| Reinventing | Findings – Research identified some concerns about crime and community safety, both in terms of reported incidents and perceptions. Appearance is likely to be an issue in respect of perception. Consultation revealed a particular issue with the use of the centre after dark. This could contribute to the low evening usage compared to the daytime.<br>Centre doesn't attract people from outside its catchement but serves its community very effectively. .<br><br>Quick wins – Priority should be to focus should be on Improving the appearance of the centre and tackling some of the issues around crime and safety. Longer term, focusing on the prominence of the market and beginning to build the evening economy would be desirable.<br>Hanging baskets and flower beds – perhaps through a bloom event – could be included to enhance appearance, encourage dwell time and increase perceptions of safety. Footfall data should be used to test the impacts of interventions. |
| Rebranding | Findings – There is scope to develop Harpurhey's brand and increasing visibility outside its immediate catchment area.<br>Engendering a sense of community, potentially using the market as a focus.<br>Any work needs to follow on from environmental improvements. |

| | |
|---|---|
| | Quick win – develop branding/marketing focusing on Harpurhey's functionality as a centre that meets the basic needs of the community. The market would seem a suitable focus for this activity. Roll out could be incremental and the local community could be engaged in design and selection of a brand image. The issues of appearance and crime/ safety need to be addressed before any re branding is carried out. |
| Restructuring | Findings – Needs to build on engaged stakeholders<br>Scope to bring them together in regular meetings.<br>Meetings can review footfall data.<br><br>Quick win – establish community stakeholder group facilitated by the neighbourhood team/shopping centre manager. From this sub – groups can be established to enact change in particular areas. Understanding and sharing footfall data may offer the opportunity to engage a wider group of stakeholders by developing a mutual understanding of how the centre operates. |

## 3.0 Conclusion

3.1 The place management pilot workshops carried out to-date have illustrated the diversity of Manchester's centres.

3.2 The engagement of those who attended the workshops has been key to their success, as wider commitment from stakeholders is essential for effective place management. Other than for Harpurhey, it was not always easy to get interest from landowners (who are often not local), and large corporate businesses were also more difficult to engage. Extending the pull of place management exercises to cover these stakeholders is a key challenge. As the next steps are considered for the pilot centre, it may be useful to focus on securing early outcomes that can highlight the value of the approach to all stakeholders, thereby encouraging wider involvement in the process.

3.3 As the reports for each centre are produced, there will be a range of actions proposed for each centre. Following publication of each report, it is proposed that the council will review recommendations and consider whether any short term actions should be implemented. Once the reports for all four pilots are available, it is proposed that the council reviews all recommendations and determines key general policy and practice to be considered across the city.

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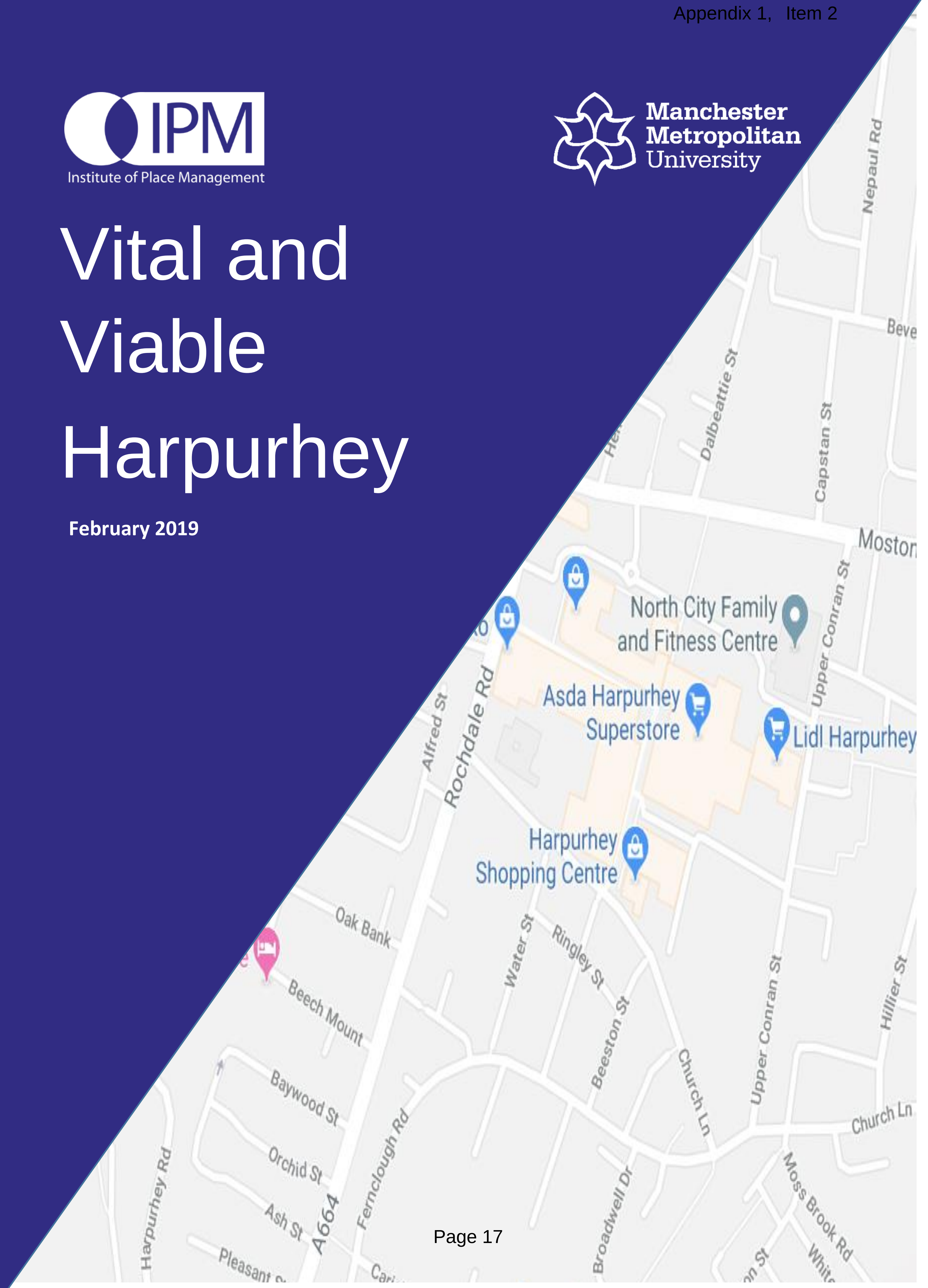
IPM
Institute of Place Management

Manchester Metropolitan University

# Vital and Viable Harpurhey

**February 2019**



## Foreword

There are a number of structural developments currently impacting traditional retail and district centres in the UK, such as the growth in out-of-town and online retailing. However, whilst much research focuses on reversing the fortunes of city and town centres, the project on which this report is based revolves around better understanding how to improve the vitality and viability of Manchester's smaller district centres- including Harpurhey.

The research presented is based on secondary data, a primary audit of Harpurhey, meetings with Harpurhey's Neighbourhood Team/shopping centre owners Habro/shopping centre manager, a meeting with the local residents group, a workshop with 9 local stakeholders, and footfall data. The report provides a comprehensive analysis of and set of recommendations for Harpurhey, based on a framework of place management and development developed from extensive research undertaken by the Institute of Place Management and Manchester Metropolitan University. The report explores Harpurhey's activity patterns, in relation to the IPM's 'footfall signature types'. It also outlines the centre's key strengths and weaknesses by drawing upon the IPM's 'Top 25 Factors'. It concludes by detailing what stakeholders in Harpurhey can do going forwards to improve its vitality and viability, in relation to the IPM's '4Rs' framework.

## About the Institute of Place Management

The Institute of Place Management is the professional body for people involved in making, maintaining and marketing places. As part of Manchester Metropolitan University, the Institute of Place Management is dedicated to supporting people who serve places, providing them with unbiased research, continuing professional development, qualifications, conferences, events and networking opportunities.

## Copyright information

## Authors

**Gareth Roberts** – g.j.roberts@mmu.ac.uk
Enterprise Development Fellow/project manager at the Institute of Place Management. Gareth co-ordinates IPM projects, and is Associate Editor of the Journal of Place Management & Development. Gareth has an undergraduate degree in retail marketing management, and an MSc in place branding.

**Professor Cathy Parker** – c.parker@mmu.ac.uk
Chair of Retail and Marketing Enterprise at Manchester Metropolitan University and Chair of the Institute of Place Management. Cathy is also Editor-in-Chief of the Journal of Place Management and Development and has published many articles and reports in the areas of retail and town and city centre change. She was also lead academic researcher for the prominent High Street Britain 2015 Inquiry.

**Dr Steve Millington** – s.millington@mmu.ac.uk
Director of Place Making at the Institute of Place Management and Senior Lecturer in Human Geography at Manchester Metropolitan University. Steve is the author of many academic reports and articles investigating place making and place marketing.

**Dr Chloe Steadman** – c.steadman@mmu.ac.uk
Chloe Steadman is a Research Associate at the Institute of Place Management (Manchester Metropolitan University). She completed her PhD in Consumer Research at the University of Manchester in 2017, and has an interest in the intersections between people and places.

**Simon Quin** – simon@placemanagement.org
Director of Place Management at the Institute of Place Management. Simon has previously been CEO of the Association of Town and City Management as well as a Board Member of the International Downtown Association. Simon is Practitioner Editor of the Journal of Place Management and Development as well as co-author of the influential Vital and Viable High Streets Meeting the Challenge (HMSO, 1994).

**Nikos Ntounis** – n.ntounis@mmu.ac.uk
Research Assistant at the Institute of Place Management. He has recently completed a PhD focussed upon small town regeneration and marketing.

## Table of Contents

# Vital and Viable Neighbourhood Centres: Harpurhey Report

**1. Introduction**

The Institute of Place Management (IPM) based at Manchester Metropolitan University, and Manchester City Council (MCC) are currently leading a project to improve the vitality and viability of district centers across Manchester. Footfall data is also being provided by project partners Springboard to track the activity levels of 10 district centres in Manchester. And so, for the first time, activity and performance across the whole city can be analysed. *The Vital and Viable Neighbourhood Centres* project, which began in 2016 and will continue into 2018, has the following key aims:

1) To inform the Terms of Reference and Work Programme of the District Centres Subgroup.

2) To develop a long-term vision and strategy for neighbourhood centres across Manchester, in full partnership with MCC and district centre stakeholders, that is rigorous and based upon the latest academic and performance evidence.

This work will, in turn, have a measurable impact upon:

a) The sustainability of Manchester's existing centres as places that serve the needs of their catchment communities; and

b) The liveability of neighbourhoods that are currently, or at risk of being, underserved in terms of access to district centre services.

As part of the project, the IPM and MCC are also working more closely with a range of stakeholders (including residents, councilors, local traders, neighbourhood teams, and other key individuals) within four place management pilot centres. This approach is to help foster stakeholder collaboration, and ensures any interventions that have most impact on vitality and viability are prioritised and can be implemented locally. Harpurhey has been selected as one of these centres. This report details the outcomes of our work with Harpurhey, including analysing its current strengths and weaknesses, in addition to looking at what stakeholders in the centre might be able to do to improve its vitality and viability.

The report is structured as follows:

- It first details the issues currently impacting traditional retail centres in the UK.
- Second, it discusses the challenges of defining what a district centre is, before more specifically addressing Manchester’s district centres.
- Third, the report details key findings stemming from the IPM’s *High Street UK 2020* (HSUK2020) and *Bringing Big Data to Small Users* (BDSU) projects, which underpin our analysis of Harpurhey’s performance.

*(the above sections are useful for providing a context and background to the analysis of Harpurhey, which follows)*

- Fourth, the key insights about Harpurhey emerging from the *Vital and Viable Neighbourhood Centres* project are outlined, drawing on centre audits, footfall data, meetings with the neighbourhood team, and a workshop with local stakeholders.

- The report concludes by proposing several recommendations regarding how Harpurhey's vitality and viability can be enhanced, in relation to the IPM's '4Rs' framework (*reinventing*, *repositioning*, *rebranding*, *restructuring*).

**2. Challenges impacting traditional retail centres**

As many of our traditional retail centres and high streets have been market places for around a thousand years, it is perhaps easy to think that they are places of constancy and that the challenges they are facing today are unprecedented. It is certainly the case that the challenges are significant; but traditional retail centres have always faced change, and the majority have proved to be resilient in their response. Many have overcome disruptive change from industrial development, the impact of new transport modes, and rapid population growth. Though most city, town, and district centres are still retail centres, they are also increasingly looking to their other traditional roles as places of entertainment and leisure, as civic, educational and service centres, of employment and business, and as places to live to ensure they have a sustainable future.

There are a number of critical trends that are currently impacting traditional retail centres in the UK. Population growth in the country as a whole is significant, having risen from 52.4 million in 1960 to just over 66 million in 2017, and forecast to reach 72.7 million by 2040 (ONS, 2018). This creates demand for the services that town centres offer; but some of that demand is now being met elsewhere. Since the 1970s, we have seen much retail expenditure head to out of town locations. Despite various attempts by central government to restrict new development of out of town centres through planning policy, some 4.6 million square metres of new out of town floorspace was built in the first decade of this century. This, coupled with changes to our shopping habits, has contributed to a developing issue of over-supply which we are now beginning to see affect our traditional centres, leading to vacant primarily A1 usage units. Average GB retail vacancy fell from 14% in 2012 to 11% in the first half of 2017, though is now beginning to rise again to 11.2% in the second half of 2017 (Local Data Company, 2018). This recent trend is likely to continue over the coming years, with retail vacancy increasing, simultaneous with a fall in demand for this space. As a result, reduction in space or a change in usage are the likely outcomes.

In terms of changing shopping habits, as well as out of town retailing attracting expenditure away from town centres, the UK is also the world-leader in adapting to online retail. According to the Centre for Retail Research (2016), some 16.8% of UK retail spend was online in 2016. The growth in this has been very rapid. In 2002 it was just 1.6%, and is forecast to reach 21.5% in 2018. It is perhaps no surprise, therefore, that the share of retail expenditure in town centres which fell below half in 2000, continues to decrease, having fallen below 40% in 2014 (Parliament, 2014). The growth of online retailing has been having a profound impact on the presence of multiple retailers in town centres. Various commentators have suggested that a multiple retailer needed to be in over 250 town centres in 2000 to have a national presence but can now exist in just 70.

Away from pure retail, other impacts are also being felt on the High Street. Around one fifth of all pubs in the UK have closed since 2010 (CVS, 2017); and though the rate of closure appears to have slowed, there are concerns about the impact the recent business rate revaluation will have on many pubs. And it is a combination of these factors that have driven a general rise in retail vacancy across the UK.

Despite vacancy levels beginning to rise over the last twelve months, the fall in retail vacancy between 2012 and 2017 suggests some cause for optimism. Branded coffee shops continue to expand across the UK, growing by 6.9% in 2016 alone (Allegra, 2016) and, on current trends, will overtake the number of pubs by 2030. This has contributed to an overall growth in leisure in town centres in 2016, and likewise service retailing is increasing (hairdressers, nail bars and the like) as is convenience retailing (Local Data Company, 2016).

Whilst much focus has been assigned to reversing the fortunes of city and town centres, surrounding these larger places are smaller district centres like Harpurhey, on which local communities rely. And it is these smaller centres at the centre of the Vital and Viable Neighbourhood Centres project to which we now turn our attention.

## 3. District centres

### *3.1. What are district centres?*

District centres lie at the heart of the Vital and Viable Neighbourhood Centres project. Yet understanding what a district centre actually is has always been a difficult task for planners and academics. This is since they “generally lack the historical associations of market towns, and often have a less clearly defined and established role” (DoE, 1998: 5). Usually, researchers based their assumptions on subjective sub-divisions of these centres, taking into account various measures (e.g. business trade, retail turnover, size, catchment, merchandise, uses, assortment, and floorspace) (Guy, 1998; Reynolds and Schiller, 1992). Schiller and Jarrett (1985) argued that district centres are less specialised than regional and town centres, as they tend to be the main weekly shopping centres that supply convenience and durable goods. Whilst the diversity of these centres led Reynolds and Schiller (1992) to classify them into minor and major, depending on the number of variety stores in the centres. However, with the closure of many shops due to the effects of retail decentralisation, many district centres declined to a residual status serving less mobile local residents, and offering a top-up or emergency shopping function for the remainder (Thomas and Bromley, 1995).

In PPG6, a district centre was defined as "groups of shops, separate from the town centre, usually containing at least one food supermarket or superstore, and non-retail services such as banks, building societies and restaurants" (DoE, 1998: 18; also see DoE, 1993, 1996). However, this definition can also apply to large food stores with other unit shops and in-store services that can potentially perform the role of a district centre, even though these were not recognised as such (Lowe, 1998). One significant outcome of such policies, was the advent of the corporate food store in district centres, which was considered by some academics as a vital anchor in maintaining the quality and range of shopping in district centres (Thomas and Bromley, 2002, 2003; Wrigley and Dolega, 2011).

In the NPPF, a minor adjustment was made to the existing PPG6 definition, highlighting the importance of local public facilities (such as a library) in district centres, and the social community focus that these centres provide (DCLG, 2012; Gransby, 1988). However, the ambivalence of what a district centre is, and how it differs from the traditional town centre, still remains, as the report clearly states that:

> “A town centre is an area defined on the local authority’s proposal map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area. References to town centres or centres apply to city centres, town centres, district centres and local centres but exclude small parades of shops of purely neighbourhood significance”.

What is not under question from the above, is the importance of district centres in planning policies and sustainable development. District centres, just as any other type of centre, need to steer away from mono-functional, retail-oriented representations, and emerge as multi-functional ones, supporting leisure and recreation, employment, tourism, heritage, culture, housing, employment, education, health and wellbeing, as well as retail (Millington et al., 2015), thus becoming resilient to anticipated future economic changes (DCLG, 2012). As such, there is a clear requirement for centres to adapt to ensure that they meet this challenge.

### *3.2. Manchester’s district centres*

In the City of Manchester, planning and strategic approaches towards district centres have mostly followed the directives of national planning policy, such as PPS4 and NPPF. Core strategies for the City have identified that district centres provide “the focus for local accessible shopping facilities and a full range of community services, with the City’s neighbourhood centres primarily serving local residents’ day to day needs” (MCC, 2009). Whereas economic development remained the main driver behind district centre strategies, other documents stressed the importance of a sense of community, and the creation of successful neighbourhoods that attract and retain people from diverse communities, and in which people feel secure and supported. The majority of Manchester’s residents seem to have similar opinions about what a district centre should be:

> “Regarding the role of district centres, a very high percentage (90%) of respondents stated that local areas should provide nearby residents with the core goods and services to support a sustainable centre. This would help reduce the use of transport, alleviating the need for unnecessary travel to shops and services further afield. Also, assist in the building and expansion of local communities, to support the City Council’s Community Strategy” (MCC, 2009: 3–4).

The Core Strategy (see MCC, 2012) identified 17 district centres in Manchester, which varied in the quality and range of facilities and services they provided; but comparison goods functions were associated with bigger district centres (e.g. Chorlton, Wythenshawe, and Cheetham Hill). Furthermore, there is also a clear distinction between district centres led by convenience retail anchors such as superstores (e.g. Hulme and Sportcity), and those that have a broader range of retailers and services, making them more attuned to the traditional notion of a district centre. At that point, different retail functions, as well as public investment for health and community centres, were proposed as areas for improving the City’s centres, with an attention on community empowerment and inclusion. Manchester’s Community Strategy documents have also been consistent with these directives; however, they have also emphasised how place-specific factors, such as cleanliness, safety, green spaces, and public services (i.e. libraries, sports, and cultural facilities), are critical to the fabric of successful district centres. Manchester City Centre and its district centres are places to shop, work, eat, drink, enjoy leisure activities, access services, and increasingly to live. They are also a key economic asset, with the City Centre recognised as the primary economic driver for the City Region. Essential to delivering Manchester's community strategy vision of a successful city that attracts and retains successful people, is ensuring that everyone has access to a range of shops, community facilities, services, leisure, and culture opportunities that meet their needs in a sustainable way. Accessible district centres and local centres are thus important in creating a sense of place and focus, and in turn to creating neighbourhoods of choice.

**4. HSUK2020 project: Factors impacting vitality and viability**

There are two main research projects conducted by the IPM underpinning the Vital and Viable Neighbourhood Centres project, and the analysis of the centres within it, the first of these being High Street UK 2020 (HSUK2020). And this project will now be briefly outlined.

In 1994, the government commissioned the publication of a research report called *Vital and Viable Town Centres: Meeting the Challenge* (HMSO, 1994). This report led to changes in national planning policy, which then placed a clear focus on town centres first for future development. The report defined vitality and viability in respect of town centres. They are both concerned with life: the first (vitality) being about whether a centre feels lively and the second (viability) whether a centre has the capacity to attract the investment needed, not only to maintain the fabric of the place, but also to allow for adaptation to changing circumstances. The terms vitality and viability were used in national planning policy, used by local authorities and local partnerships, and much discussed by researchers. A wide range of initiatives were also undertaken in town centres across the country with the aim of promoting vitality and viability.

In 2014, as part of the ESRC-supported HSUK2020 project, the IPM undertook a comprehensive literature review to identify factors contributing to centre vitality and viability (see Parker *et al.*, 2017). This produced some 160 factors and these were discussed with a number of stakeholders from ten UK town centres who were partners in the project. This meeting identified additional factors, some of which were found in the wider literature, and some of which had not yet been researched. In total, the study identified 201 factors that impact on town centre vitality and viability. However, as they stood they had no sense of priority or importance. And so 22 leading town centre experts drawn from practitioners and researchers were asked to rank them using two scales: how much a factor impacted on town centre vitality and viability, and how much local control could be exercised over a factor. This then led to the 'Top 25 Factors' impacting vitality and viability, detailed below:

| | |
|---|---|
| 1. ACTIVITY HOURS | Ensuring the centre is open when the catchment needs it. What are the shopping hours? Is there an evening economy? Do the activity hours of the centre match the needs of the catchment? |
| 2. APPEARANCE | Improving the quality of the visual appearance. How clean is the centre? |

| | |
|---|---|
| 3. RETAILERS | Offering the right type and quantity of retailers. What retailers are represented? |
| 4. VISION & STRATEGY | Having a common vision and some leadership. Do stakeholders collaborate? Is the vision incorporated in local plans? |
| 5. EXPERIENCE | Considering the quality of the experience? Measuring levels of service quality and visitor satisfaction. What is the image of the centre? |
| 6. MANAGEMENT | Building capacity to get things done. Is there effective management – of the shopping centre(s) and town centre? |
| 7. MERCHANDISE | Meeting the needs of the catchment. What is the range and quality of goods on offer? |
| 8. NECESSITIES | Ensuring basic facilities are present and maintained. Is there appropriate car-parking; amenities; general facilities, like places to sit down and toilets etc.? |
| 9. ANCHORS | The presence of an anchor which drives footfall. This could be retail (like a department store) or could be a busy transport interchange or large employer. |
| 10. NETWORKS & PARTNERSHIPS | Presence of strong networks and effective formal or informal partnerships. Do stakeholders communicate and trust each other? Can the council facilitate action (not just lead it?) |
| 11. DIVERSITY | A multi-functional centre. What attractions are there, apart from retail? What is the tenant mix and tenant variety? |
| 12. WALKABILITY | The ‘walkability’ of the centre. Are linked trips between areas possible – or are the distances too great? Are there other obstacles that stop people walking? |
| 13. ENTERTAINMENT & LEISURE | An entertainment and leisure offer. What is it? Is it attractive to various segments of the catchment? |
| 14. ATTRACTIVENESS | The ‘pulling power’ of a centre. Can it attract people from a distance? |
| 15. PLACE ASSURANCE | Getting the basics right. Does the centre offer a basic level of customer service, is this consistent? Or do some operators, or parts of the offer, let this down? |

| | |
|---|---|
| 16. ACCESSIBLE | Each of reach. How convenient is the centre to access? Is it accessible by a number of different means, e.g. car, public transport, cycling etc.? |
| 17. PLACE MARKETING | Communicating the offer. How does the centre market and promote itself? Do all stakeholders communicate a consistent image? How well does the centre orientate visitors and encourage flow – with signage and guides etc. |
| 18. COMPARISON/CONVENIENCE | The amount of comparison shopping opportunities compared to convenience. Is this sustainable? |
| 19. RECREATIONAL SPACE | The amount and quality of recreational areas and public space/open space. Are there places that are uncommodified? Where people can enjoy spending time without spending money? |
| 20. BARRIERS TO ENTRY | Refers to obstacles that make it difficult for interested retailers to enter the centre's market. What is the location doing to make it easier for new businesses to enter? |
| 21. CHAIN VS INDEPENDENT | Number of multiples stores and independent stores in the retail mix of a centre/High Street. Is this suitably balanced? |
| 22. SAFETY/CRIME | A centre KPI measuring perceptions or actual crime including shoplifting. Perceptions of crime are usually higher than actual crime rates. Does the centre monitor these and how does it communicate results to stakeholders? |
| 23. LIVEABILITY | The resident population or potential for residential in the centre. Does the centre offer the services/environment that residents need? Doctors, schools etc. |
| 24. ADAPTABILITY | The flexibility of the space/property in a centre. Are there inflexible and outdated units that are unlikely to be re-let or re-purposed? |
| 25. STORE DEVELOPMENT | The willingness for retailers/property owners to develop their stores. Are they willing to coordinate/cooperate in updating activities? Or do they act independently? |

You can read more about the IPM's HSUK2020 project on the IPM blog here, or alternatively in the Journal of Place Management and Development's open access special issue here.

**5. The BDSU project: Footfall signature types**

The second key study underpinning the Vital and Viable Neighbourhood Centres project is Bringing Big Data to Small Users (BDSU). It is a collaborative research and development project funded by Innovate UK, led by retail intelligence specialists, Springboard, and involving the IPM, Manchester Metropolitan University, Cardiff University, MyKnowledgeMap, and other key partners. Springboard have provided footfall data for more than 100 town and city centres, dating back as far as ten years, that looks at footfall changes on an hourly basis. Footfall measures the number of people passing a particular point or points in a centre. It has been recognised in national planning policy statements as the prime indicator of town centre vitality since 1994.

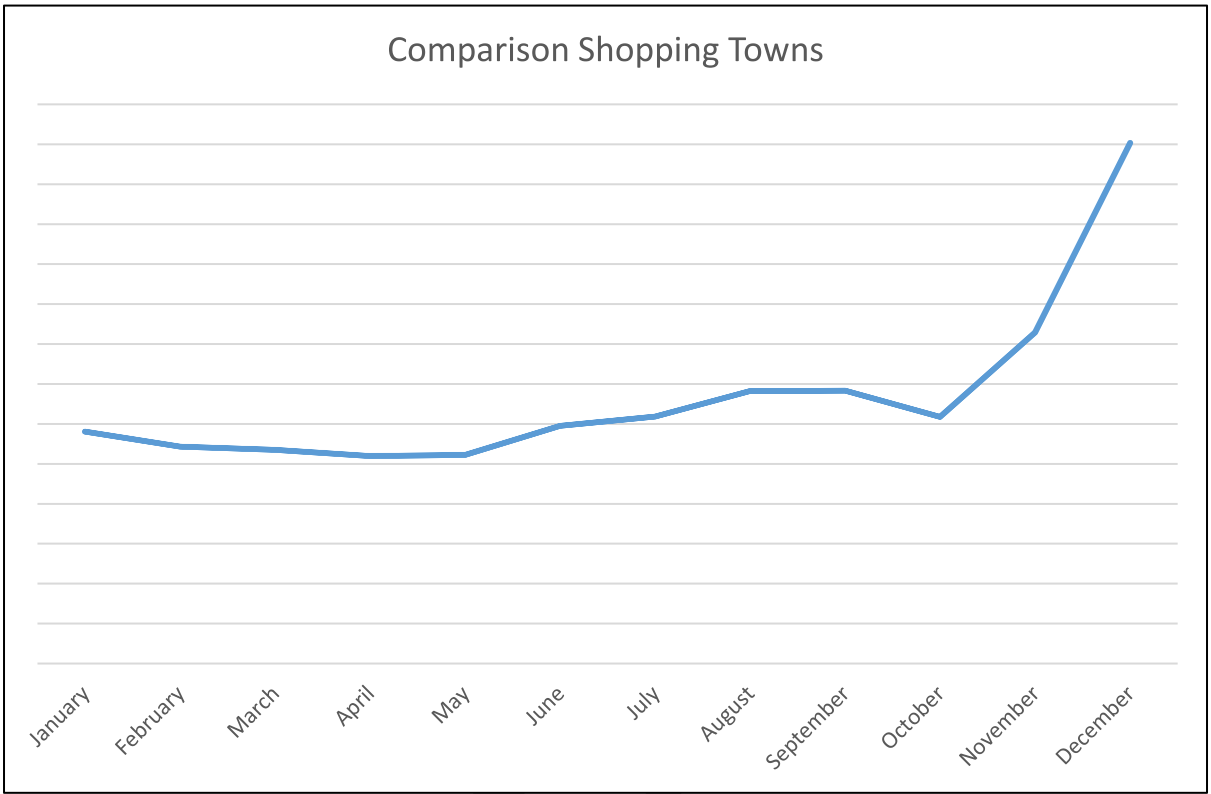
Analysis of this data has identified four basic patterns that have profound significance in thinking about the future of traditional retail centres. The patterns show usage of a centre by month over a twelve-month period. Whilst it had traditionally been assumed that most centres show an increase in footfall in the pre-Christmas period and that this is the busiest time of year, the patterns show that this is not true of all centres. And, even where it is the case, the significance of the upturn in activity has in many cases been over-estimated. It is important to stress that the patterns reflect actual usage of a centre, and that footfall is not the same as retail sales, as people may be in a centre for many other reasons than to shop.

The project has identified that all centres fit within these four pattern types, though some do so more closely than others. It is evident that some towns are changing and are transitioning from one town type to another. The significance of the town types is that data analysis shows that the more closely a town is used in line with one of the patterns, the more resilient its footfall is. Footfall in centres has been reducing as a whole, and the research suggests that will continue as we look to 2020. But towns that have footfall patterns more closely related to the four patterns are seeing footfall decline less rapidly than centres with more hybrid patterns, as they have a clearer offer and image.

The four key footfall signature types identified in the project are detailed below:

**Comparison shopping towns**

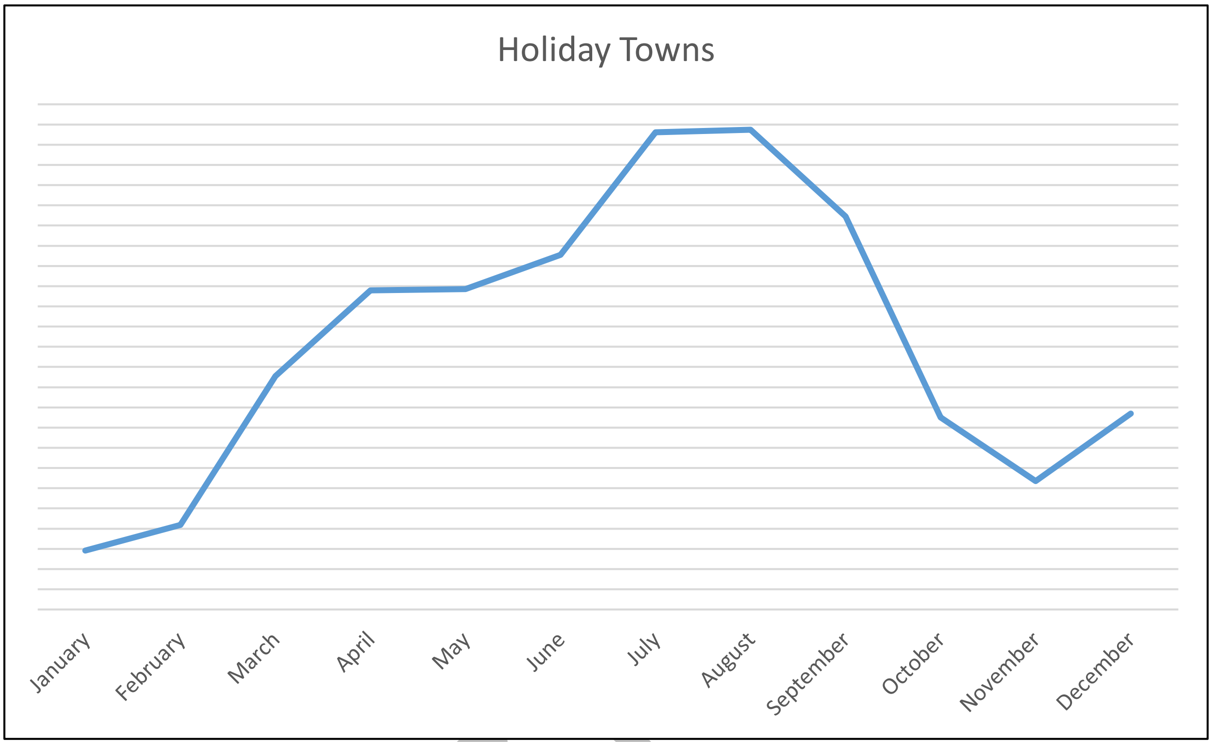
Comparison shopping centres tend to be located in larger town and city centres, and their monthly town signatures can be identified by a footfall peak in December, coinciding with the Christmas preparation period (as seen in the figure below). Here you will typically find a range of department stores, major variety stores, and a solid line-up of fashion and other comparison retailing. They draw people from a wide catchment area, though visits may be relatively infrequent. As such, they need to be accessible by a choice of means of transport with good links to the region they serve. These centres compete with other similar centres and with other retail channels.





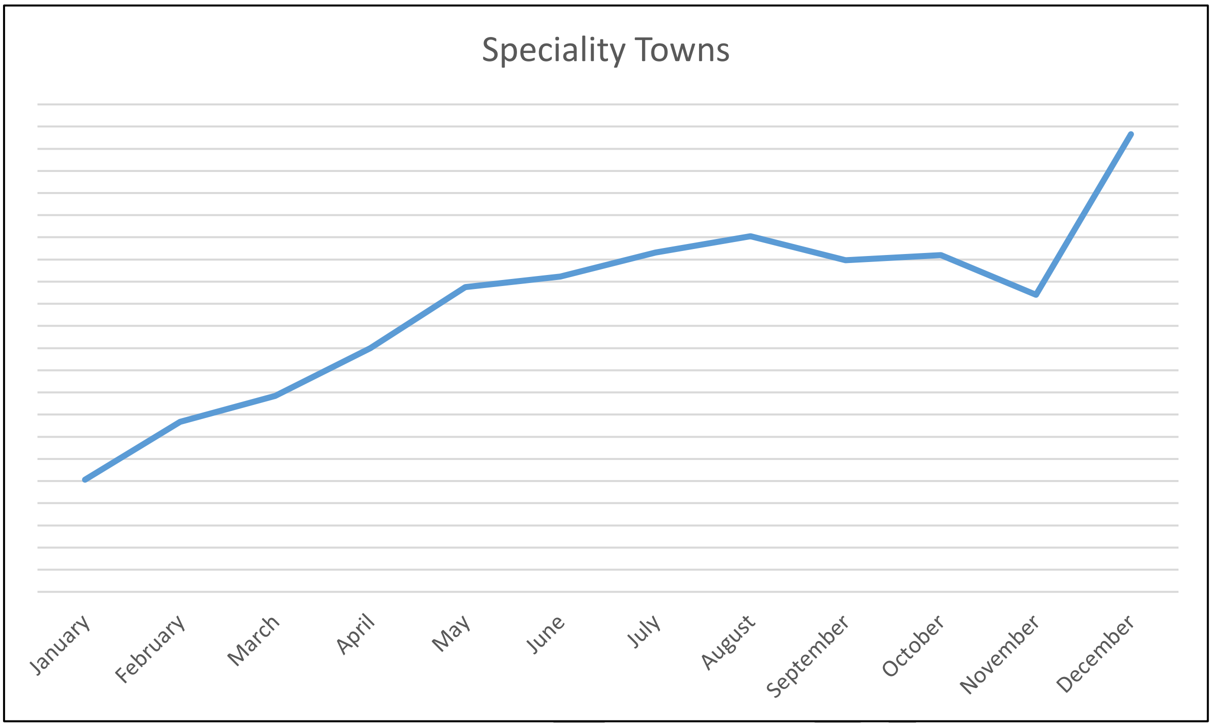

**Holiday towns**

In holiday towns, the peak pedestrian flow is in the summer months (as seen in the figure below). Although these are usually coastal resorts, this pattern is also found in some inland places with strong visitor appeal. Their anchor is usually not retail but perhaps a natural feature like a beach or the countryside. The retail offer in the town is very much geared towards tourists and does not serve the local community very well, as reflected in the lack of use out of season. These centres need to maximise trade in the peak months, through extended opening hours and increased trading areas, but in the future, they need to look at extending the visitor season and providing more for local communities.




**Speciality towns**

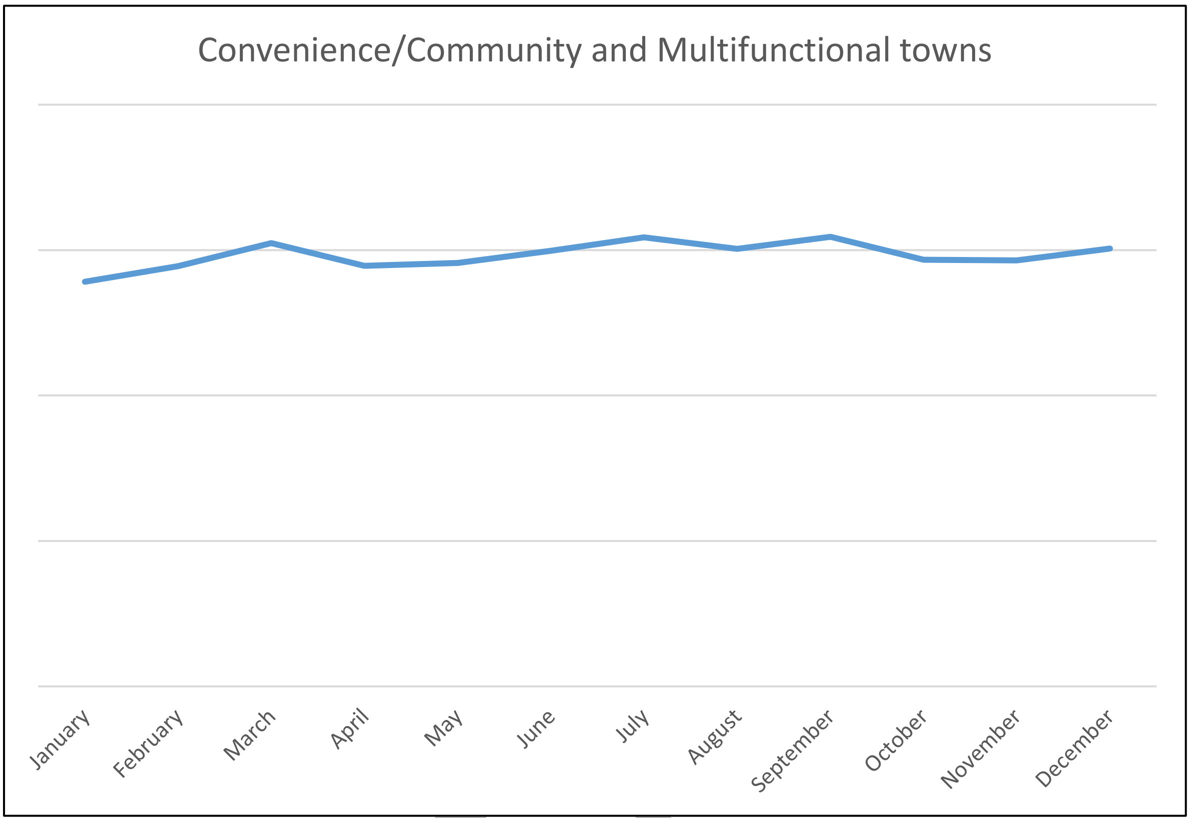
Speciality towns have a notable Christmas shopping peak, but they also attract visitors through the spring and summer (see figure below). They offer something unique and special that appeals to visitors from a wide area, in many cases including overseas visitors. Their anchor is not retail but perhaps a distinctive cathedral, museum, city walls, or unique quarter. Speciality towns primarily organise themselves to protect and promote their identity and positioning. It would appear that people spend longer on their visits to these centres and this may be supported by a strong retail and leisure/hospitality offer. This means these centres do also provide well for their local communities. They need to focus on how they make themselves more special and distinctive, whilst still meeting the needs of their catchment.




**Convenience/community towns and multifunctional centres**

The largest group of centres identified by usage, termed convenience/community towns and multifunctional centres, have a fairly steady footfall profile throughout the year (see figure below). And centres of this kind are focused on their local community. Their anchor might be food retailing, employment, access to public transport, or a strong resident base. They are places that offer a convenient mix of goods and services. Centres with a relatively low volume of footfall through the year need to think about how they are locally connected and focus efforts on improving convenience for people in the immediate area. This may be through ensuring trading hours meet local needs, through introducing new offers such as parcel collection from retail units or lockers, pop-up retailers and restaurants or regular markets which bring in new product lines and services on an occasional basis, home-working and small business facilities, a very strong customer service approach focused on maintaining customer loyalty, or other things that enhance convenience and respond to community need. Centres with a higher annual footfall may be quite large and have a strong retail offer but they have steady footfall flows because they are multifunctional centres. Their employment base, hospitality offer, culture and entertainment, strong service offer, and central housing all ensure that footfall remains steady through the year. They also need to think about connectivity, but perhaps at a regional level, and about ensuring they can support the range of activities that take place in the centre.

Understanding what type of centre you are is a basic first step in determining how best to go forward. It also ensures that decisions you make are rational, and hence have a better chance of success. The 25 priority factors for vitality and viability (as discussed in the previous section) will apply to all centres; but the interpretation and implementation of these factors depends to a large extent on knowing what kind of centre you are.




**6. Investigating Harpurhey's Vitality and Viability**

To understand more about how the trajectory and development of centres can be changed in line with the 'Our Manchester' philosophy, the IPM has been working with stakeholders in four of Manchester's district centres. A rationale for centre selection was developed between the IPM and MCC, along with a suggestion of four centres that would benefit from the research programme. The four suggested centres - Chorlton, Gorton, Harpurhey, and Northenden - were then approved by the District Centres Sub-Committee.

The work we have undertaken that has led to this report was not an in-depth study of Harpurhey. We were not commissioned as consultants to undertake extensive local research, or spend time really getting to know the town. We have, however, read various background documents provided by MCC, undertaken a primary audit of the centre, had meetings with Harpurhey's Neighbourhood Team and landowners to learn a bit more about the centre, and also ran development workshops with 12 local business owners/traders, as well as 9 local residents.

We will now discuss what we learned about Harpurhey from this work, before moving onto presenting some recommendations about what the centre could do to further enhance its vitality and viability going forwards.

### *6.1. Primary centre audit*

To enrich our understandings of Harpurhey's performance, and help inform the recommendations that appear at the end of this report, members of the IPM research team undertook a primary audit of the centre based upon the 25 factors identified in the HSUK2020 project (Appendix 1), in addition to updating MCC's retail use list (Appendix 2).

From this audit, we were able to identify Harpurhey's key strengths and weaknesses in terms of those factors which have the most impact on its vitality and viability. Five factors for which Harpurhey is performing well, and five for which there is room for improvement, are detailed in the table below:

| FACTORS WHICH ARE A STRENGTH IN HARPURHEY | FACTORS WHICH ARE A WEAKNESS IN HARPURHEY |
|---|---|
| **Factor 8. Necessities**<br><br>- The centre is quite functional on the whole, providing basic groceries, homeware, and services for the local catchment<br>- There is ample car parking provision on the Harpurhey Shopping Centre Car Park.<br>- There are also some benches located around the centre for people to sit down on. | **Factor 2. Appearance**<br><br>**-** The centre in general feels a bit dated and run-down, with an unkempt appearance of many of the shop frontages<br>- There are also some littering issues on the roads leading to the shopping centre (e.g. Rochdale Road), as well as shattered glass, leading to lower perceptions of safety. |
| **Factor 9. Anchors**<br><br>**-** The main retail-based anchor in the centre is the ASDA superstore<br>- The market is central to Harpurhey's identity, and functions as one of the main anchors driving footfall into the centre<br>- In terms of education and employment, the Factory Youth Zone and local sixth form college both act as other key anchors for Harpurhey.<br>- The library and health & fitness centre also help to drive footfall into the centre. | **Factor 4. Vision and strategy**<br><br>- Partnership working the centre is variable and a bit disjointed, and key retail anchors tend to operate independently.<br>- There are also lots of private landlords creating more transient populations.<br>- There is no traders' association in the centre to create a shared vision and encourage stakeholder collaboration. |
| **Factor 12. Walkability**<br><br>- Harpurhey is an easily walkable centre. The units in the shopping centre are located very close together, making linked shopping trips convenient. There is also a well-established residential area within walking distance.<br>- Along the roads leading to the shopping centre there was some noticeable litter and shattered glass on the pavement, causing minor difficulties with walkability. Yet, again the units along here are located close together, making the whole centre very fast to navigate, as it is so compact. | **Factor 5. Experience**<br><br>- There are some notable issues with aggressive begging, some dated/rundown looking units, and litter and shattered glass on the surrounding roads (e.g. Rochdale Road), which contribute to lower perceptions of safety, and in turn a tense centre experience.<br>- There is also an inconsistent customer service provided by units in the centre, which again negatively impacts the overall experience. |

| Factor 16. Accessibility | Factor 17. Place marketing |
|---|---|
| - There are no tram/train routes into the centre, nor any cycle lanes within or leading to the centre. However, the centre is easily accessible via car or bus. There is also a large car park in the Harpurhey Shopping Centre.<br>- The shopping centre is also easy to navigate by foot, with short distances between units.<br>- The centre is immediately surrounded by a well-established residential area meaning that the centre is also easy for the local catchment to access by foot. | - Harpurhey appears to have quite a negative online presence, leading to negative perceptions of the centre.<br>- There does not seem to be much active promotion of Harpurhey as a place, meaning that it probably has low visibility within other areas of Manchester.<br>- It also seems to lack community events which could create a sense of pride in the place, and more positive perceptions of Harpurhey. |
| **Factor 23. Liveability** | **Factor 22. Safety/crime (perceptions)** |
| - The centre provides education in the form of the local college and Factory Youth Zone.<br>- There are lots of basic services on offer for residents, including a GP surgery located just outside of the shopping centre, in addition to a pharmacy, opticians, and library.<br>- There are some issues with employment levels in the area, however, with the market stalls and local college perhaps representing the main employment opportunities for locals. | - There are high reported crime levels in Harpurhey relative to other district centres in Manchester.<br>- During the audit visit, aggressive begging was observable, as were some litter issues and shattered glass on the pavements, which reduced perceptions of safety and the overall experience, along with an unkempt appearance of some of the units. |

**Retail use type audit**

| | 2015 | 2017 | Change |
|---|---|---|---|
| A1 - Shops | 28 | 27 | Minus 1 |
| A2 - Financial & Professional | 4 | 3 | Minus 1 |
| A3 - Café & Restaurant | 4 | 5 | Plus 1 |
| A4 - Bar/pub | 3 | 3 | No change |
| A5 - Hot food/takeaway | 1 | 0 | Minus 1 |
| B1 - Business | 2 | 2 | No change |
| C3 - Residential/dwelling | 2 | 2 | No change |
| D1 - Non-resi Institutions | 6 | 5 | Minus 1 |
| D2 - Assembly and leisure | 3 | 3 | No change |
| Sui Generis | 7 | 7 | No change |
| Vacant | 5 | 8 | Plus 3 |
| Vacancy Rate (%) | 8% | 12% | Plus 4% |
| Total Business Units | 65 | 65 | No change |

Manchester City Council's 2015 retail use type survey was updated in 2017 as part of the wider work being done across district centres. Results of the survey are shown in the table above. Overall, the performance over the two years between the audits has been positive. A1 provision has remained broadly consistent, contributing to Harpurhey's strength in the 'necessities' factor category. Café/restaurant numbers and bar/pubs have remained the same, whilst hot food/takeaway has decreased to 0 units – this corresponds with the footfall data which shows a lack of movements in the evening. Harpurhey's retail vacancy increased from 8% in 2015 to 12% in 2017. However, this increase is attributable to just three additional vacant units, so must be viewed in context. Overall, the centre remained largely unchanged over the two years between the surveys, which in itself is a positive at a time when many towns and centres are seeing significant rises in vacant units.

### *6.2. Footfall data*

As part of the Vital and Viable Neighbourhood Centres project, project partners Springboard have so far installed footfall counters in eight of Manchester's district centres (with negotiations underway in two further centres). A footfall counter has been capturing around the clock footfall data in Harpurhey since November 2017.

Unlike a planning classification, activity data demonstrates exactly how people are using a centre, and what its main function is (i.e. comparison shopping, speciality, holiday, or convenience/community). It also enables the development trajectory and management plan for a centre to be responsive to changes in consumer behaviour and other developments.

Automated footfall monitoring provides data on the volume of customers in a centre, and is critical for practitioners in the evaluation of whether strategies and initiatives to drive increases in footfall are effective. The dynamic nature of footfall means that this data delivers the most immediate response to any initiative, and so enables practitioners to be able to readily identify the impact of initiatives on the success of the centre.

In addition, recording footfall in this way removes the reliance on secondary or associated indicators such as public transport or car parking usage, which often are limited in their effectiveness due to paucity of data or a less than direct correlation to customer activity.

Footfall monitoring has a number of key applications and supports a centre by:

- **Demonstrating its success in attracting customers** into the centre

- **Providing an objective measure of performance**, lessening reliance on anecdotal evidence as a measure of success

- **Detecting early warning signs of change**, so that relevant strategies can be implemented

- **Evaluating the success of marketing and promotion** by identifying the additional footfall generated during an event or as a result of a promotion

- **Attracting event sponsorship** by having clear evidence of the success in attracting more visitors to the centre

- **Establishing the contribution of development and public realm improvements** in increasing visitor numbers, both in the short and longer term

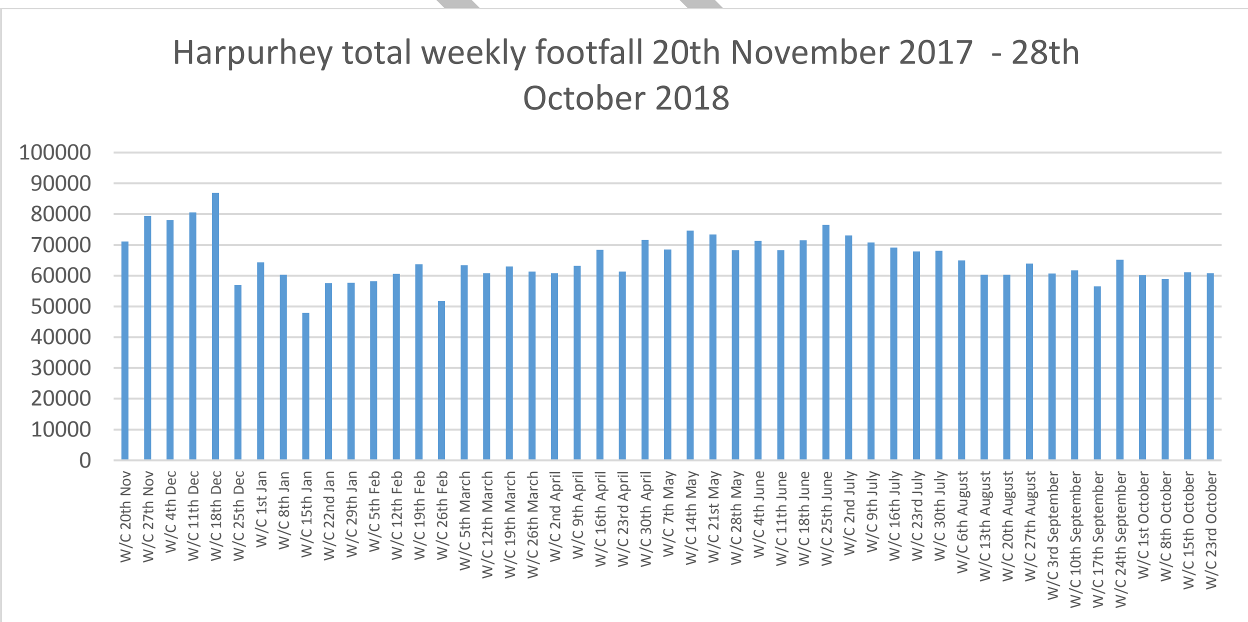
- **Providing data required to attract new occupiers and investors** into the centre

- **Providing data to existing businesses** in order to support business retention in the centre

- **Providing data to deliver efficiencies in resource allocation**, e.g. cleaning, policing, ambassadors

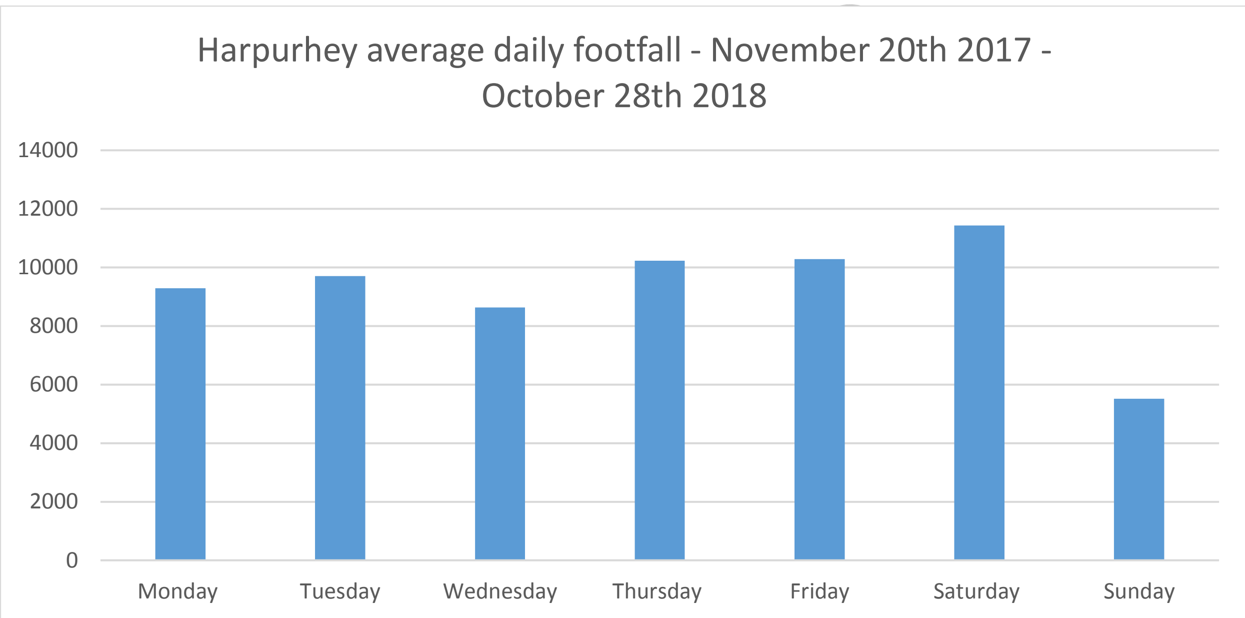
- **Identifying over or under-performance** by benchmarking against national and regional averages and peer groups to establish whether increases or decreases in footfall are in-line with general trends.

Harpurhey's counter is located in the shopping centre close to the Poundland store, as seen in the image below. This counter, installed in November 2017, has been recording footfall 24 hours per day. As such, we currently have almost twelve months' data that we can use to decipher how the centre is being used. Furthermore, as the data set grows, the longitudinal nature of the information collected will allow us to develop an enhanced picture of how the centre is performing throughout the year, and against previous years. As such, the location of the counter (and the count itself) is of less importance than the usage trends and patterns it allows us to draw out. This insight will be invaluable for tracking the success of any interventions which are put into place. A summary of the data collected to date is set out below.

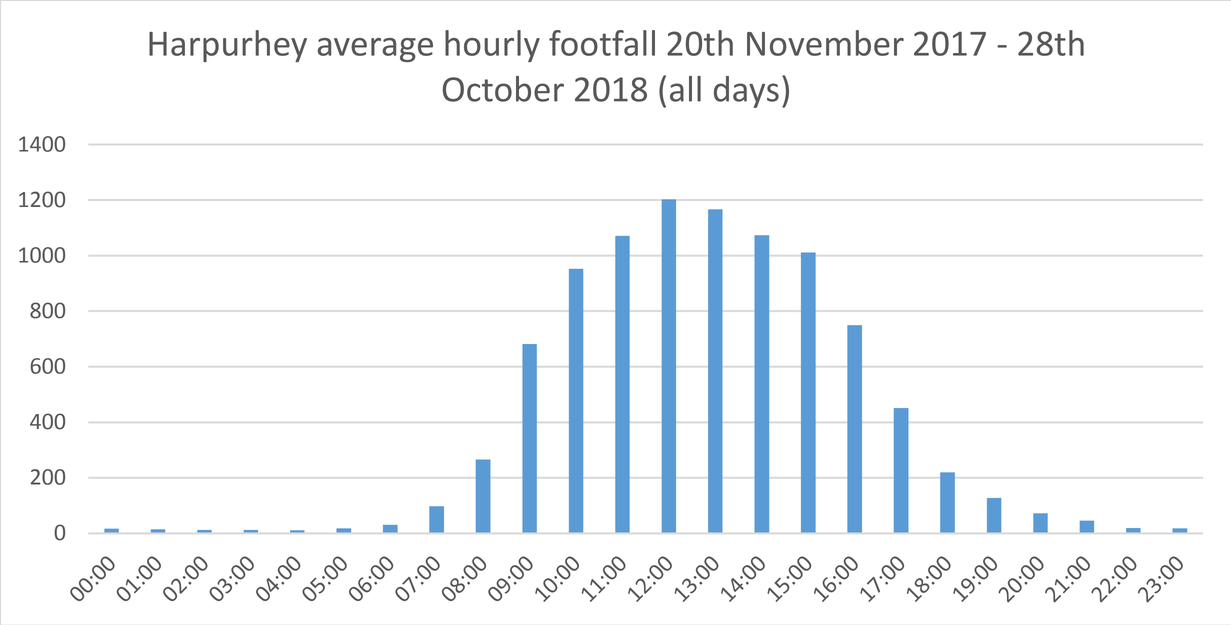




The above graph shows the total weekly footfall figures from the week commencing November 20th 2017 to the end of the week commencing 22nd October 2018. The range varies from a little under 48,000 (w/c 15th Jan) to just under 87,000 (w/c 18th Dec) movements per week. There have been some weekly fluctuations, most notably peaks in the run up to Christmas and over the Summer months, and dips over the Winter (aside from seasonal festivities, these fluctuations are likely to be influenced to a significant extent by the weather). On the whole, we can see that there is relatively little deviation away from the average weekly footfall of approximately 65,000 movements per week (which, in relation to other centres involved in this research, is a very impressive figure).

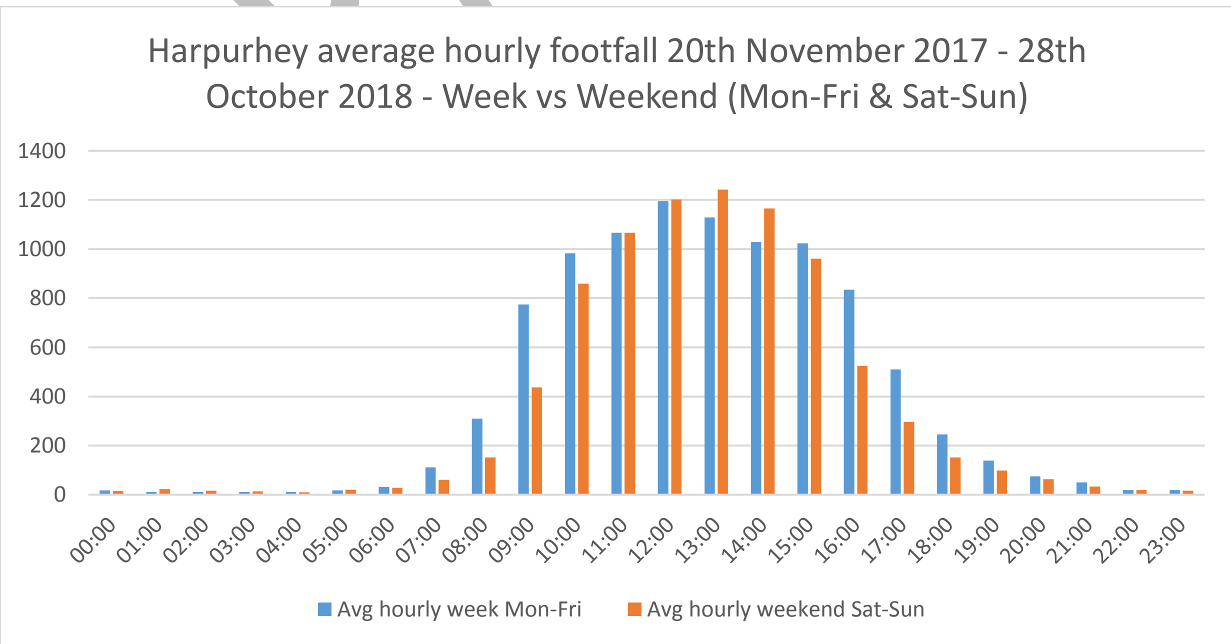
As the counter has been installed for almost twelve months, we now have a strong data set that can provide the benchmark for footfall analysis in future months and years. With reference to our town signature types, the centre is displaying characteristics of a typical convenience/community centre, which fits with our assumptions and the views of the local stakeholders. However, what is somewhat surprising for a centre of this type is that it experienced a substantial uplift in footfall in the run up to Christmas – a characteristic we would normally associate with the 'comparison' signature type.




If we delve into a little more detail and look at the average daily footfall recorded over the period of measurement thus far, again we can see a broadly consistent pattern. Monday to Friday sees footfall at a consistent level of between just under 9000 movements to around 10,000. Saturday is the busiest day in Harpurhey, with an average of approximately 11,500 movements recorded. As with many district/smaller centres, Sunday is the clear outlier, recording an average of approximately 5500 movements. This significant reduction is indicative of a large proportion of the retailers/businesses in the centre being closed.




Going into further detail, the counter's 24 hour recording allows us to break down the data into average hourly footfall. We can see that the footfall builds during standard business operating hours (9am-5pm), reaching a peak around midday, before gradually tailing off towards the evening. This is largely in-line with what we would expect to see in a convenience centre. Given the lack of food and beverage provision in the centre, particularly bars and restaurants, it is unsurprising that from 4pm onwards, footfall tails off quite steeply, such that at 8pm (which one would consider peak-time for evening economy operators), Harpurhey is experiencing a similar level of footfall to that counted between 6am and 7am. Whilst a lack of evening economy provision is undoubtedly the dominant contributor to this, perceptions of crime and safety may also be serving to keep people away from the centre at night.



If we look at the split between footfall recorded during the traditional working week (Monday-Friday), and the weekend (Saturday-Sunday), we can see that each follow a similar pattern. Whilst there are less visitors earlier at the weekend than in the week (as one might expect with those travelling to work taken out of the picture), after around 11am we can see a broad consistency in footfall, with weekends recording a higher number of movements in the early afternoon.

Weekdays experience higher movements in the late afternoon/early evening (again, likely attributable to school/business closure around this time bringing more people into the centre), with movements levelling out around 7pm onwards. Again, bearing in mind the weekend is typically a time when people will go out in the evening, one would normally expect to see a higher level of footfall around this time throughout the week/weekend.

What this initial analysis of footfall in Harpurhey confirms is that the centre fits the convenience/community town type signature, though the Christmas peak – and the unusually high number of movements recorded for a centre of this type- reveals that the centre does possess some traits more readily associated with that of a 'comparison' town type.

It appears that the centre is fulfilling a functional requirement for those that visit, which is of course in keeping with the characteristics of a centre of this nature. The lack of provision in the areas of food and beverage, and other forms of entertainment associated with the evening economy, lead to a comparatively very low number of movements during the evening/night time hours. Crime and safety perceptions, and it must be said the higher than average number of reported crimes, very likely play into this too.

Overall, in a longitudinal sense, the centre is performing largely as we would expect, with peak hours of operation during typical business hours, and a broadly consistent week to week level (bar the occasional fluctuation). What is striking about Harpurhey's footfall is the amount of movements recorded. The number of movements in the centre far exceeds those recorded in similar size centres across Manchester, and is indicative of a centre that is fulfilling the basic needs of its catchment admirably. The socio-demographic status of the catchment dictates that a local low-cost offer is more attractive than travelling further afield into the city centre or Manchester Fort, where the price of goods is likely to be higher. The centre's excellent accessibility (easy to get to on foot and public transport) and walkability (easy to get around on foot and make linked-trips when in the centre) will also play a part in this. As such there is much to be positive about, and a very solid base on which the centre can develop and begin to improve upon.

Moving forward, the counters will allow the impact of any interventions to be measured against previous periods, informing future activity as a result. This data-driven approach to the implementation of measures to drive more footfall to the centre will enable stakeholders to make better-informed decisions, which can only be good for the future of Harpurhey.

### *6.3. Meetings and workshop*



To learn more about current issues and developments within Harpurhey, the IPM held meetings with the Neighbourhood Team in January 2018, and with landowners Habro in April 2018. From these meetings, we learned that Harpurhey is a functional centre, primarily providing basic services and a low-end retail offer, in keeping with the socio-demographic profile of the local catchment. The central hub of the centre is always very busy, with ASDA and the Harpurhey Market (central to Harpurhey's identity) functioning as key anchors and drivers of footfall. There has also been some recent investment in Harpurhey; however, the centre has quite a stark appearance in some places, and in marketing terms there is a lack of visibility to those outside of the area, perhaps reflective of the nature of the centre's offer; functional as it is. Issues with perceptions of safety in the evening were also mentioned, which inhibits the formation of a vibrant evening economy, and very likely contributes to the very low footfall in the evening/night time. In terms of future development, it was identified that there is the potential to begin to create a night-time economy, perhaps with an emphasis on families (e.g. a family-friendly restaurant), as well as developing an events calendar, holding more community events to bring the local population together and create a sense of civic pride.

To further enrich our understandings of Harpurhey, we conducted a meeting with 9 local residents in June 2018, followed up by a two-hour workshop with 12 local retailers and traders held at the Factory Youth Zone in July 2018. The workshop gave stakeholders an opportunity to meet each other, and voice their opinions on what makes Harpurhey a great place to live, and opportunities to make this even better.

In small groups, attendees were asked to come up with the top three things they felt impacted Harpurhey's vitality and viability (whether negatively or positively); and their answers are detailed in the table below.

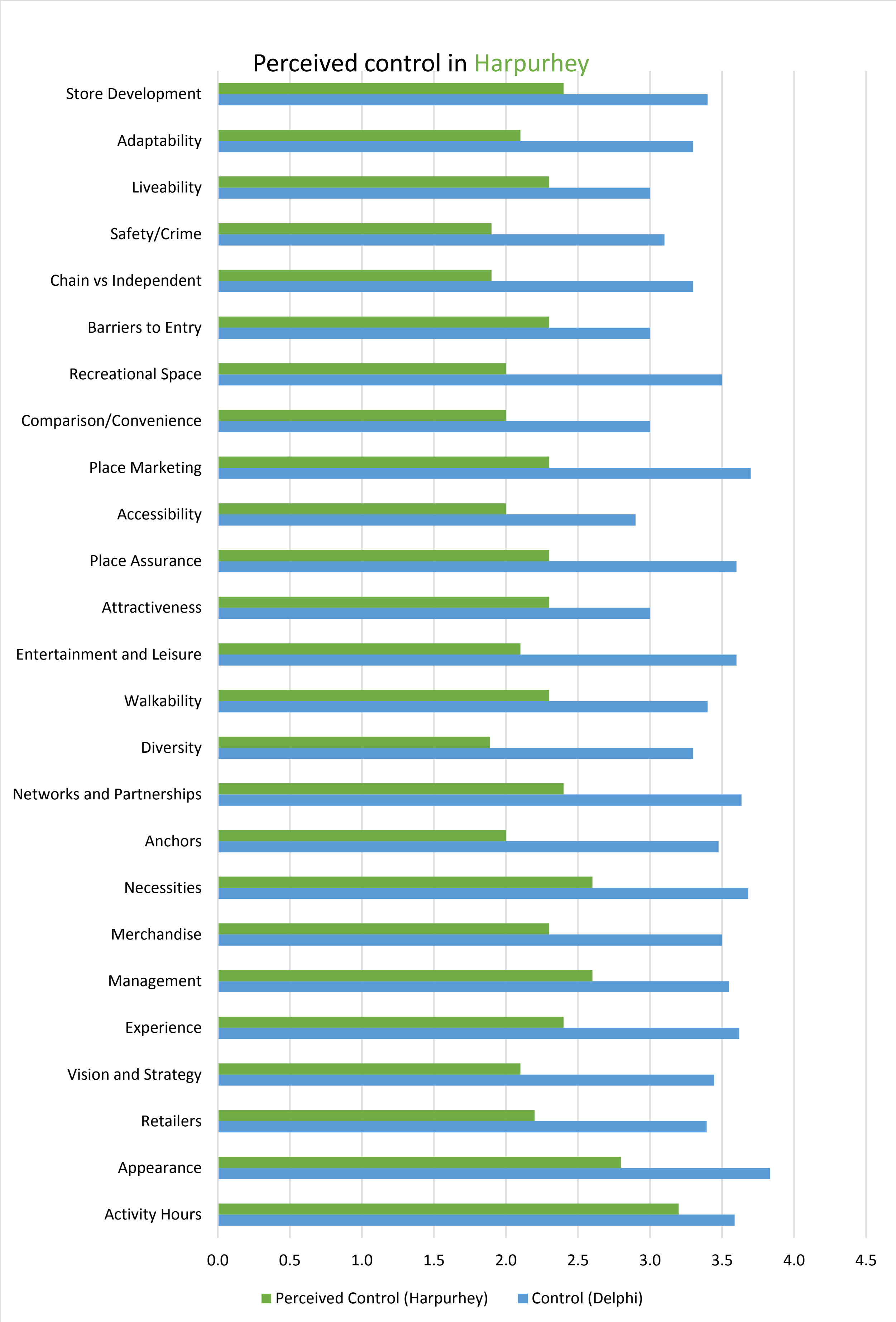
We can see that, in terms of Harpurhey's key positives, stakeholders identified that the retail and services on offer in the centre cater for the local catchment's needs. They also recognised the market as being one of Harpurhey's key anchors, with the potential to further extend and develop the market to drive even more footfall into the centre. Finally, participants felt that there was good accessibility into the centre owing to the frequent bus route and its compactness aiding walkability.

However, reflecting the primary centre audit, stakeholders identified that perceptions of safety were low in the centre, particularly in the evening, with lack of lighting a contributing factor. Many of the stakeholders also felt that the retail offer could be more diverse, and that there were some general appearance issues in the centre to be improved upon.

**Top factors activity**

| | **TOP FACTORS** |
|---|---|
| **GROUP 1 (traders/retailers)** | 1. There is a diverse range of retailers and leisure (targeted at local catchment)<br>2. There is a diverse range of services on offer (targeted at local catchment)<br>3. Services are in close proximity to local housing |
| **GROUP 2 (traders/retailers)** | 1. The market (key anchor and driver of footfall)<br>2. Strong retail anchors in the centre (e.g. ASDA)<br>3. Good accessibility into the centre (bus routes) |
| **GROUP 3 (residents)** | 1. Low perceptions of safety (especially at night-time)<br>2. There are some appearance issues in the centre<br>3. Lack of diversity in terms of retailers<br>4. Potential for extending and further developing the market |

The retailers/traders workshop also included a task whereby stakeholders were asked to rank the 25 factors from the HSUK2020 project in terms of how controllable they felt they were. Akin to when this task has been conducted in other centres in the UK, we found that stakeholders in general felt that they had less control over these factors impacting vitality and viability than they might in reality have (see figure below). This is significant, as informing people of their capability to enact change is just as important as advising them how to enact it. We will now discuss interventions that stakeholders could collaboratively make in Harpurhey to make it an even better place to work, live, and spend time.


Perceived control in Harpurhey
Store Development
Adaptability
Liveability
Safety/Crime
Chain vs Independent
Barriers to Entry
Recreational Space
Comparison/Convenience
Place Marketing
Accessibility
Place Assurance
Attractiveness
Entertainment and Leisure
Walkability
Diversity
Networks and Partnerships
Anchors
Necessities
Merchandise
Management
Experience
Vision and Strategy
Retailers
Appearance
Activity Hours
0.0 0.5 1.0 1.5 2.0 2.5 3.0 3.5 4.0 4.5
Perceived Control (Harpurhey)
Control (Delphi)

**7. Recommendations: What can Harpurhey do?**

Our engagement with the Neighbourhood Team, the shopping centre manager, and landowners Habro, together with our consultation with local residents, and the main workshop with local stakeholders, reveals Harpurhey possesses a strong sense of community. The passion demonstrated by people living and working in Harpurhey suggests there is local capacity to work collaboratively and enact change within the centre. Furthermore, as indicated by the footfall data recorded, the centre is performing well when it comes to attracting consumers from the local catchment (within core business hours). As such, there is a strong base on which to build on.

Our starting point for any advice, that we have replicated in all the towns and centres where we have conducted research, is decisions on how to improve should be based on evidence. We found previously that many centres simply replicate what other towns have done without understanding whether the action taken is appropriate in their centre. This can result in wasted investment, which has little or no impact on vitality and viability, which may generate local disillusionment amongst residents and stakeholders. In a centre such as Harpurhey, which has a footfall count far exceeding other similar sized centres within Manchester, yet also experiences above the average crime and anti-social behavior (see Appendix 1 – centre audit), implementing effective change is particularly pertinent.

We recommend Harpurhey should take into account the top 25 factors that impact on a centre's vitality and viability (as discussed in this report) and should start by tackling the weaknesses identified in Section 6.1. We recommend action plans are drawn up to deal with each of the factors identified. Through our national research, we have previously identified each of these factors can be influenced to a considerable extent by local actors working together. It may be, however, that the mechanisms and partnerships needed to bring about changes need strengthening. The timescale required to make these changes should also be considered. Many of the weaker areas might take years to achieve, then momentum for change could be lost and the centre may decline before it improves. We think, therefore, it is important to identify some 'quick wins' that will address areas of concern to foster wider engagement and enthusiasm. Significant consideration should also be given to the socio-demographic status of the local catchment in Harpurhey, with recommendations formed around catering for lower-income consumers, whilst also aspiring to develop an offer that may serve to attract consumers with a higher disposable income.

Based on the key findings discussed in this report, we will now present several recommendations regarding what stakeholders in Harpurhey could do to enhance the vitality and viability of the centre. We will present this advice in relation to the IPM's '4Rs' framework, which was explained in the workshop, and includes *repositioning*, *reinventing*, *rebranding*, and *restructuring* as the four main areas in which a place can improve its performance.

### 7.1 Repositioning

- **The centre is functioning very well in terms of its ability to meet the basic needs of the community.**
- **Reviewing and interpreting footfall data is key to tracking the effectiveness of any improvement measures put in place.**
- **Facilitating knowledge exchange around this data is recommended (opening up data to wider audience).**

Repositioning is a strategy that relates to clearly identifying and communicating a place's market position (Millington and Ntounis, 2017; please click here to read more about repositioning). It can be used to counteract decline, and enables centres to identify potential competitive advantages. The starting point requires an understanding of the forces of change, and the value of responses that uniquely reposition centres. While responses should build on a place's distinct capabilities, they must also accommodate future trends in order for a centre to be resilient. Knowledge exchange between stakeholders is also crucial in such strategies to generate a shared understanding of a centre's identity and function.

From the primary audit, we identified that necessities are a key strength in Harpurhey (see Section 6.1). The provision in Harpurhey is focused around a basic, lower-end convenience offering (predominantly basic groceries, homewares and basic services). In this respect, the centre is functioning in-line with its position as a community/convenience centre that fits with its primary catchment's needs. As referenced above, the centre's footfall supports this assertion, with the impressive number of movements indicative of a centre that is fulfilling the requirements of the local population.

Harpurhey is, however, weaker in other areas, such as in appearance (for example some litter issues, which would be relatively easy to address; and some shop fronts being outdated, an issue that will be more difficult to address), experience, and crime/safety – three inter-linked factors which influence each other (see Reinventing below). Repositioning Harpurhey, from a centre that fulfils basic needs, but is thought of as unkempt and unsafe, to a vibrant local hub in which people want to spend time, will not be easy. However, through building on existing partnership/local population engagement activity that is being led by the neighbourhood team (which has already been successful in addressing some of the crime and anti-social behavior problems in Harpurhey), and taking small incremental steps, further progress can be achieved.

The workshop was a good starting point to bringing together a wider group of stakeholders, but collaborative working needs to be developed and, to some degree, formalised. A question for the City and local stakeholders, is how will this be facilitated? A project area on the IPM website can be enabled to at least share information, documents, and reports to interested stakeholders. However, there is potential for the neighbourhood team and the shopping centre manager to work together with local businesses (inc. representatives from the major anchors, such as the Asda supermarket) to drive this initiative. There were some stakeholder tensions identified in the project (with Harpurhey residents in particular unhappy about various issues in the centre). In order to move forward in a collaborative fashion, these issues must be addressed, with a plan put in place to achieve progress (see Restructuring).

**Quick Win**

In order to reposition Harpurhey, it is important stakeholders are engaged in a coordinated manner (this is explained in detail in the restructuring section below). Once stakeholder capacity is in place, efforts should be made to share knowledge and generate ideas in order to enact interventions to improve Harpurhey. One such activity may be increasing visibility of the centre through marketing activity, repositioning Harpurhey centre from one that fulfils basic requirements, to one that is considered the 'centre of the community', or community hub, in order to build further on the already impressive footfall figures. There is much to be positive about in Harpurhey; however, more needs to be done to engage the local community in a coordinated fashion to build on this success. How this can be achieved is discussed in the 'Restructuring' section below.

## 7.2 Reinventing

- **Reported crime in the centre is high, as are perceptions of crime. This contributes to the centre being underused in the evenings/night time**
- **Give the market more prominence in terms of its importance to the centre – bring into focus as key focal point**
- **Basic appearance issues in the centre need to be addressed through low-level maintenance**
- **Centre's appearance could be boosted through planters/hanging baskets (potentially through 'In Bloom' style event)**

Reinventing strategies relate to the activities undertaken to revitalise a place's identity and offer (Theodoridis, Ntounis, and Pal, 2017; please click here to read more about reinventing). Any place, however, should understand and seek to meet the needs of its catchment, and be sensitive to these insights when making any changes within a centre. As previously mentioned, footfall data analysed so far suggests that Harpurhey functions very well as a convenience/community centre (see Section 6.2); so the question is, how can it build on this and improve to further meet the needs of its catchment?

The research conducted in the centre has produced a number of references to crime and safety, both in terms of reported incidents and perceptions. In terms of the latter, the appearance of the centre is likely to be a contributing factor to how safe people feel there. By resolving some of the basic appearance issues (there were mentions of litter, broken glass, some outdated retail premises), the experience people have when visiting the centre will be improved. The consultation with the residents groups revealed a particular issue regarding use of the centre of after dark. The issue of begging, sometimes noted as aggressive, is another factor affecting the experience of visitors visiting the centre, so continuing with action to alleviate this is recommended.

The issues identified above are a potential contributor to the low evening/nighttime footfall in Harpurhey, compared to daytime usage. Consequently, there is a lack of food and beverage/entertainment provision. Addressing issues of safety, appearance and experience, therefore, might provide the basis for developing an evening economy. For example, there was some discussion at the meeting held with the shopping centre manager and landowners Habro around improving lighting in the centre. This would be a welcome improvement and a step in the right direction in terms of having the potential to address perceptions of safety (particularly during the winter months). Indeed, improved lighting would engender increased feelings of safety in the centre at night, which would serve to enhance overall feelings/perceptions for the community using the centre.

In terms of making use of the footfall data available, we suggest further monitoring of evening footfall patterns to measure the impact of future interventions (like improved lighting). If this demonstrates a positive effect, there might be potential to develop an evening economy. However, any interventions made in this respect would need to be sensitive to the socio-demographic profile of the local catchment and the needs of the community. For example, provision geared towards family entertainment (restaurants, for example), may be preferable to more bars (which may contribute to some of the issues mentioned above. Any operator considering new investment in the leisure/retail sector in the district centre area would make a business assessment against current market conditions and the socio economic profile of the area, this presents a real challenge for the district centre in the current economic climate. As a low-cost, shorter term option, the opportunity to hold seasonal evening events (such as summer/Christmas fairs/festivals), could be explored.

Harpurhey's position as a centre that serves the convenience needs of its community (which is of course a strength) does little to attract visitors from outside its immediate catchment. Building on these strengths (as a centre which caters very well to its local community), and alleviating some of the issues around appearance and experience through the actions outlined above, will likely contribute to an increased appeal. This in turn may attract visitors from a wider area. Research we have undertaken for NABMA (view the research here) demonstrates how well-run markets, which offer a good customer experience, can play a key role in sustaining or revitalizing town centres. Markets can boost footfall by up 27% compared to non-market days. Consequently, markets can become catalysts for wider regeneration within centres. Promoting the market through marketing will assist in this respect (see rebranding section below). However, before the centre can be promoted more widely, it is very important that some of the issues raised above are addressed.

Again, we would also encourage stakeholders in the area to make use of the footfall data being recorded to track progress of any of these interventions. This data can be an invaluable resource, particularly for local businesses when considering aspects such as opening hours.

**Quick win**

In terms of low cost and quick to enact reinvention activities, concentrating on the basics, in terms of experiential impediments, is the recommended starting point for Harpurhey. The appearance of the centre, and some of the issues around crime and safety, should be priority areas. Longer term, focusing on increasing the prominence of the market (at a basic level through increasing the opening hours, which have an observable positive effect on centre footfall), and beginning to build an evening economy offer, would be desirable. Furthermore, hanging baskets and flower beds – perhaps through an In Bloom event - could be included around the centre to enhance its appearance and attractiveness, encourage dwell time, and increase perceptions of safety in the centre. Finally, the footfall data is a valuable resource, and we would recommend this is utilised frequently. As a longitudinal pattern develops and the impact of interventions can be measured, this will become ever more useful.

### 7.3 Rebranding

- **There is scope for developing Harpurhey's brand and increasing visibility of the centre outside of the immediate catchment area.**
- **Engendering a sense of community, potentially using the market as the focus, would be a logical starting point.**
- **Incremental/low-cost rollout of branding – predominantly online – can help to alter current image issues and attract more visitors.**
- **However, any increased promotion of the centre should be preceded by basic environmental improvements.**

Rebranding involves the application of branding, marketing communications, and public relations techniques in order to deliver a consistent message about place identity, which relates to the sum of beliefs, ideas, and impressions in the minds of potential consumers of a place (Ntounis, and Kavaratzis, 2017; please click here to read more about rebranding). Successful place brand management can lead to positive word-of-mouth, and assist in the transformation of previously negative, or just as problematic, non-existent images. However, any place branding process should involve local stakeholders. Indeed, participatory place branding processes can flourish when place stakeholders are engaged in the right context and are encouraged to work together collaboratively. However, before any form of place branding in Harpurhey can take place, it is vital that some of the more fundamental issues (as set out in the other 'R' sections, particularly 'Repositioning'), are addressed first.

As our previous research has shown, the development of a coherent place brand that is truly representative is difficult to achieve. However, by following the interrelated stages of research, deliberation, consultation, action, and communication, it is well within the capabilities of Harpurhey's stakeholders to drive forward a process that will produce an attractive brand proposition for the centre. This, coupled with a change in image facilitated through the measures set out in the other three sections, will help to make Harpurhey more appealing, both to those within the immediate catchment, but also to those from outside of this area.

Currently the image of Harpurhey is problematic, as despite the centre performing very well in terms of footfall, poor appearance and crime/safety concerns in the centre do little currently to engender feelings of pride amongst the local community. In order to reverse this, alleviating some of the issues in the centre should be the priority, and any branding/promotion activity will follow on from this. Once the centre has addressed the fundamental issues, and is in a position to attempt to attract more visitors to a newly appealing and safer centre, there is much potential for the focus this activity might take.

Primarily, Harpurhey's current key strength is its functionality as a centre that meets the basic needs of the local community (the primary attribute of any successful community/convenience signature type). As such, there is scope to build on this, embedding a sense of community spirit, and reinforcing the idea the centre is at the heart of this community. Engendering pride in the centre is an important part of this, and giving the local community an increased sense of ownership of the centre should bring a number of benefits.

During the research for this project, the market was mentioned numerous times as a key asset for the centre. The footfall analysis for Harpurhey reveals the central importance of the market, providing robust evidence the centre attracts a higher number of visitors when the market is open compared to non-market days. Hourly analysis also reveals the importance of the market's opening times. Local retailers in the stakeholder workshop confirmed this. In addition, through consultation with residents and the views of Harpurhey stakeholders, the market is not only important to the local economy, but also provides a focal point for community identity. We have seen this in other towns and centres recently (Altrincham being the prime example), where a successful market can be a major driver of footfall for a centre, as well as further engendering a community identity and a sense of place. Therefore, there is clear potential for building on these strengths, through positioning the market at the fulcrum of the centre's offer. Holding seasonal community events could also play a part in this, particularly if held on a Sunday (which currently sees lower footfall in the centre, and yet is a day typically associated with increased leisure time).

Again, the local community should inform any branding efforts in a coordinated manner. Once a core group of stakeholders, perhaps led by the Neighbourhood Team (see 'Restructuring') is in place, this wider group can be engaged to gather as many viewpoints as possible as to which aspects of Harpurhey could provide suitable focus for any branding efforts. The existing strong sense of community aspect, together with Harpurhey Market, are obvious starting points.

**Quick win**

Develop branding/marketing efforts around Harpurhey's functionality as a centre that provides for the basic needs of its local community, and shifts a sense of ownership of the centre to this community – 'your community centre', for example. The market would seem to be a suitable focus of this activity. The roll-out of this message can be incremental, not necessarily requiring a costly design/campaign to implement. Stakeholder engagement could be maximised by involving the local population in the design/selection of the final brand image. However, it is key that the fundamental issues of appearance and crime/safety (detailed in the 'Repositioning' section above) are addressed before any branding efforts can be carried out.

### 7.4 Restructuring

- **Capitalise on engaged stakeholders**
- **Bring together stakeholders in regular meetings/through establishment of a partnership/forum/group**
- **Use these meetings as opportunities to review footfall data**
- **Sub-groups can be established for specific projects/aspects of place improvement activity**
- **Physical restructuring of the market area a possibility**

Restructuring strategies relate to both governance structures and forms of management, and the physical structuring of a place (Peel and Parker, 2017; please click here to read more about restructuring). The first requires the cooperation of all place stakeholders and creation of strategic networks and public-private relationships that will nurture conditions for the sustainable development of a place, in contradistinction to top-down approaches. The second requires the proper use of current infrastructure, in addition to the development of new retail, business and leisure spaces to enhance place attractiveness and place development.

Comprehensive physical restructuring of Harpurhey is unlikely to be a realistic undertaking. Given the centre's strong footfall performance, it is perhaps not a pressing requirement. Were efforts to be made in this regard, focusing on development of the market area would be recommended, as would increasing physical visibility of the centre, which is presently separated from the nearby key arterial routes by the centre's rear walls. As such, whilst as in most centres there is room for improvement, this is by no means a priority for Harpurhey. A longer-term, more strategic aim for the centre may involve developing housing that would serve to attract residents with a higher disposable income – essentially creating homes for the profile of consumer that would justify developments in the centre's offer (namely non-essential provision that is currently missing, such as evening economy).

In the shorter term, efforts in Harpurhey would be better directed towards working with the existing structure and layout of the centre, essentially building on existing strengths and tweaking areas of weakness, whilst working to produce a more coherent vision. It will be very important that as wide a range of stakeholders as possible are engaged in this activity. To this end, facilitation and management will be key to ensuring stakeholder input into any developmental efforts. Harpurhey is in a different position to most centres, as Habro's ownership and management of the centre puts it at an advantage when it comes to mechanisms for engaging stakeholders and forming collaborative groups that can enact smaller scale change in the centre. The shopping centre manager, with the help of the neighbourhood team, are in a good position to facilitate progress in this respect, particularly as the latter are already in contact with a number of stakeholders in the area through activity such as the regular resident's meeting.

How this is managed will need to be carefully considered. It was apparent through the research some of the stakeholders are dissatisfied with particular elements that are effectively unconnected to the vitality and viability of the centre itself – yet inevitably converge with and encroach into centre-based discussions. Drawing the distinction between issues affecting residential streets (litter and parking, for example), and those conducive to improving Harpurhey as a centre, will be a challenge. However, by engaging the right people, and setting clear objectives as to the purpose of such discussions/activity, it is very possible that these issues can be overcome. This will enable constructive discussions to take place that focus on the task. The neighbourhood team and shopping centre manager can play a crucial role in coordinating this, fostering a participatory approach to local change that can yield positive results.

In many centres we have worked with, capacity (in terms of stakeholders willing to get involved in improving the centre) is a challenge. This would also appear to be the case in Harpurhey, where through our engagement with local stakeholders and residents, civic pride also appears to be lacking.

However, through engaging stakeholders, instilling a sense of ownership of how the centre develops, as well as building on the existing strengths of the centre, there is strong potential to increase civic pride. Increasing levels of civic pride will manifest itself in more people wanting to play a part in *their* centre's progress.

The workshop in July offered the opportunity to bring the local stakeholders together under one roof, and the positivity in the room indicated a shared appetite for collaborative working in Harpurhey amongst those present going forward. The neighbourhood team should seek to conduct similar meetings on a regular basis. As well as bringing the stakeholders together, forming a network of engaged participants, these meetings could serve as information sharing opportunities. Footfall data is being fed to the neighbourhood team on a regular basis, reporting on this, particularly in light of any significant interventions, will be key to keeping stakeholders engaged and giving them a feeling of ownership over what is happening in Harpurhey. Local retailers in particular demonstrated a real appetite for this data. The value of assigning holistic and joint actions developed through participatory visioning exercises cannot be understated. A likely result of these meetings/the establishment of a core group of stakeholders would be an increased motivation to drive interventions that can have a positive effect in Harpurhey. For example, a task force approach to various issues could be taken, with sub-groups established to oversee different actions.

It is important to build on the momentum gained through the workshop. Implementing a forum or partnership structure that can engage interested stakeholders into action will be key to this. The neighbourhood team and shopping centre manager could facilitate the group, with the direction coming from the stakeholders themselves.

**Quick win**

Establish a community/stakeholder group, facilitated by the neighborhood team/shopping centre manager. From this, sub-groups can be established to enact change in particular areas. This harnesses the existing resource in the centre and brings it together with a view to creating a joined-up/collective approach to centre improvement.

Understanding and sharing the analysis of footfall data may offer an opportunity to engage a wider group of stakeholders by developing a mutual understanding of how the centre functions. IPM can provide further analysis of patterns, but we would recommend stakeholders in the centres start to analyse the data themselves, and share this information so that more informed and collaborative decisions can be made. A key initial project may be to focus on local events (such as In Bloom) which would serve to bring stakeholders together around an achievable aim, that could then catalyse further collaboration on other projects (such as increasing the prominence of the market).

**8. Conclusion**

Harpurhey is a very functional district centre, which is supported by the footfall data figures, which are impressive. The main driver of this is that current provision in Harpurhey serves the needs of the local community from a convenience perspective (it provides the essentials very well). The centre is weaker when it comes to non-essential provision, particularly that relating to the evening economy (for example, drinking, eating, general leisure/entertainment). The centre's current image is effected by some fairly basic appearance issues, and by crime and safety (both reported incidents and perceptions).

Our recommendations centre around developing community/stakeholder engagement in the centre, building local capacity to enact change, and harnessing this resource in order to make interventions geared, in the first instance, towards achieving 'quick wins'.

In order to make any improvements in Harpurhey, it is important that mechanisms are put in place to enable stakeholders to engage in a coordinated manner. Establishment of a community/stakeholder group, facilitated by the neighborhood team/shopping centre manager, is the recommended first step. From this, sub-groups can be established to enact change in particular areas. This will harness the existing resource in the centre with a view to creating a joined-up/collective approach to centre improvement. Once the community is engaged in such a way, knowledge sharing (using the footfall data) can take place, and this will underpin any plans put in place with a view to improving the centre.

In terms of low cost and quick to enact activities, concentrating on the basics, in terms of experiential impediments, is the recommended starting point for Harpurhey. Building on Harpurhey's strengths (particularly its functionality as an important resource for the local community) will form an integral part of this. Utilising the footfall data collected in order to track progress, measure the success of interventions, and build future intervention plans accordingly is also critical.

As mentioned above, the appearance of the centre, and some of the issues around crime and safety, should be priority areas in the short term. Longer term, focusing on increasing the prominence of the market, at a basic level through increasing the opening hours, and beginning to create the conditions that may lead to an evening economy offer, would be desirable.

Once the basic issues in Harpurhey are being addressed and have led to improvements, the next stage will be to develop branding/marketing efforts around Harpurhey's functionality as a centre that provides for the basic needs of its local community, and shifts a sense of ownership of the centre to this community.

Overall, as exemplified by the very impressive footfall data, Harpurhey is catering for the local community very well. As such, there is a solid base on which to make progress. By engaging the community in a coordinated manner, making use of the footfall data, and focusing on the basics initially, Harpurhey can transition from a centre that people don't just use, but that they also take great pride in.



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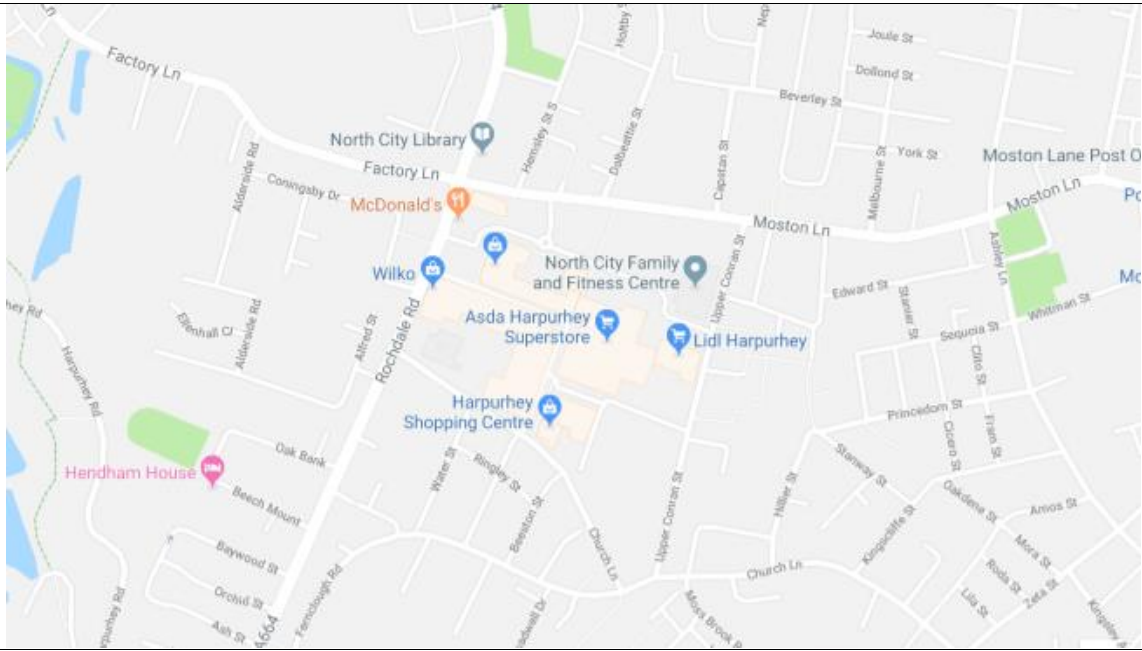
# Appendix 1: Primary centre audit

## Vital and Viable Centres - Neighbourhood Centre Audit

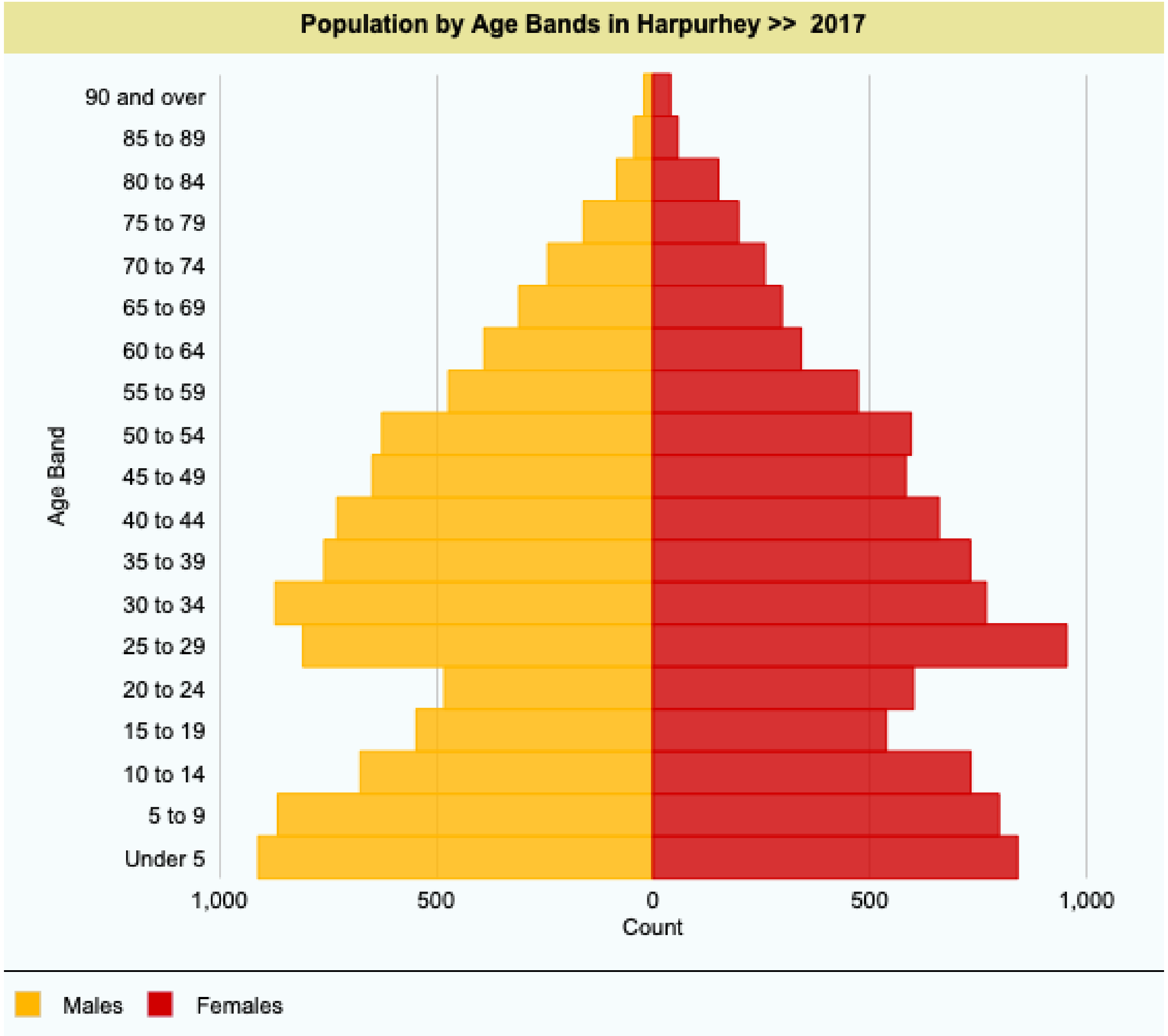
### General centre overview

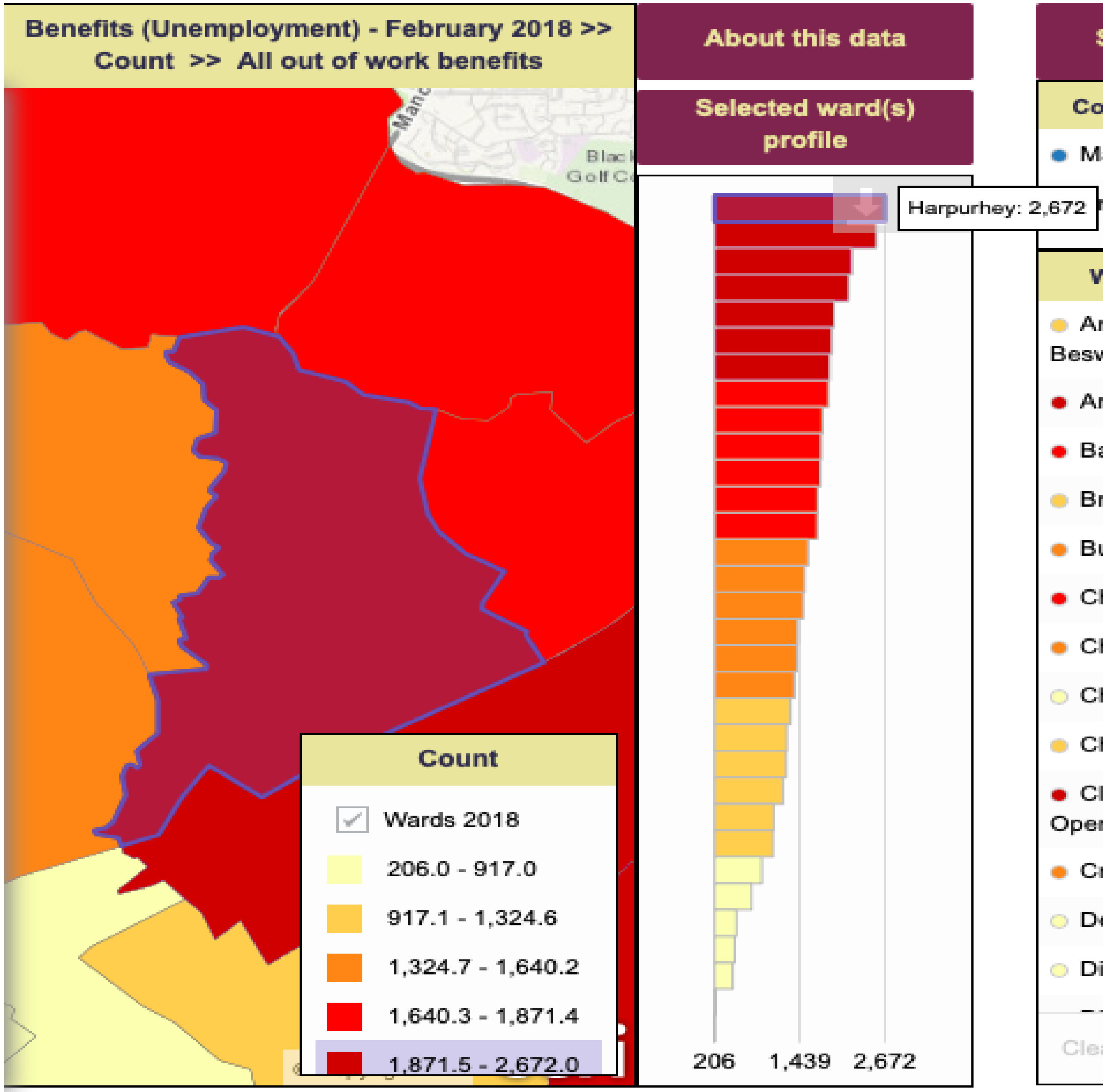
**NAME OF CENTRE:** Harpurhey

| Information required | Response |
|---|---|
| **Identification of centre area** |  |

**Demographics of local population** (population size, age, occupation etc.)

Please provide a summary for your centre using the statistics available.






Source: MCC, 2018

**TOP 25 PRIORITY AREAS** *(scores 1= poor - 5= excellent)*

| 1. Activity Hours | **Response** |
|---|---|
| The centre's hours of operation should meet the needs of the local catchment. What are the shopping hours? Is there an evening economy? Do the activity hours of the centre match the needs of the catchment?<br><br>Repositioning<br>Reinventing<br>Rebranding<br>Restructuring | **Opening hours of key anchors:**<br><br>***Harpurhey shopping centre***<br>Opening times: Mon-Fri 8am-7pm; Sat 8am-5pm; Sun 9am-4pm<br><br>***Harpurhey outdoor market***<br>Opening times: General market (Tues and Fri 9am-4.30pm; Sat 9am-5pm)<br>Flea market (Mon 9am-3.30pm; Thur 9am-4pm)<br><br>***Asda superstore***<br>Opening times: Mon-Fri 7am-10pm; Sat 7am-9pm; Sun 10am-4pm<br><br>***The Factory Youth Zone***<br>Opening times: Mon/Wed/Fri 9am-10pm; Tues/Thurs 9am-8pm; Sat 10.30am-12pm/6.30pm-10pm; Sun 12.30pm-4pm.<br><br>[Sources: Manchester City Council, 2018; Harpurhey Shopping Centre, 2018; The Factory Youth Zone, 2018]<br><br>There were a couple of pubs in the area (e.g. The World Famous Embassy Club also available for functions; open 11am-11pm), in addition to a number of takeaways which were boarded up during our visit (3pm-5pm). The factory youth centre provides activities for young people, such as arts and crafts, sports, dance, and cooking into the evening hours. However, there was not much else on offer in terms of a night-time economy in the centre, and it would perhaps benefit from a couple of family restaurants given that crime levels are quite high meaning that additional drinking establishments could cause further issues.<br><br>Score out of 5: 3/5 |

| 2. Appearance | **Response** |
|---|---|
| How clean is the centre? What is the quality of the public realm? What does the façade of the retailers look like? Are the shops well-maintained? Are there any noticeable litter issues?<br><br>Reinventing | The centre in general felt a bit dated and run-down, despite being busy. Although the shopping centre itself was relatively clean, there were some noticeable litter issues along Rochdale Road, including empty beer cans and takeaway packaging (see photos). This increased perceptions of crime and reduced those of safety in the area (see Safety/crime). A new pasta takeaway in the centre (Pasta Project) was the cleanest and most modern looking unit, and it provided stark contrast to the other units in the area which looked more unkempt in general.<br><br>Score out of 5: 2.5/5 |

| 3. Retailers | **Response** |
|---|---|
| The retailers in the centre should meet the needs of the local catchment. What retailers are represented (this includes retailers of products and services)?<br><br>Repositioning<br><br>Reinventing | Harpurhey Shopping Centre comprises a relatively narrow range of retailers (although the offer reflects the socio-demographic profile of the local catchment), consisting primarily of basic food/grocery provision (e.g. ASDA, Lidl, Farmfoods), betting shops, pawn brokers, hair and beauty (e.g. nail bars, tanning salons, hairdressers), and pound shops (see updated retail audit; Appendix 2).<br><br>Score out of 5: 3/5 |

| 4. Vision and Strategy | **Response** |
|---|---|
| Having a common vision and some leadership is important in centres. Do the high street stakeholders collaborate? Is the vision incorporated in local plans? Is the vision adopted in stakeholders plans?<br><br>Restructuring | Partnership working in the centre is variable and a bit disjointed. The main retail anchor tenants do not collaborate with other stakeholders in the centre and tend to operate independently. Habro has owned most of the site over the last decade, and they have been engaged throughout the project and are working closely with Manchester City Council on their visions for the future. In terms of residential, there is a high rental population, which as such is transient in nature. This in turn makes it difficult for the neighbourhood management team to build relationships and create and enact strategies. There is no business forum/traders' association in the centre to create a shared vision and encourage collaboration, and so stakeholders do not currently appear to collaborate around a shared vision or strategy.<br><br>Score out of 5: 2/5 |

| 5. Experience | **Response** |
|---|---|
| Considering the quality of the experience within the centre. What is the overall image provided by the centre? How are customer service levels perceived? What are residents'/visitors' overall levels of satisfaction with the centre?<br><br>Repositioning<br>Rebranding | During the centre audit visit, there was a notably tense atmosphere. This was engendered by shouting visitors/residents, aggressive begging, some dated/rundown looking units, and litter and shattered glass on the surrounding roads (e.g. Rochdale Road). These factors enhanced perceptions of crime and reduced feelings of safety. Furthermore, the customer service in McDonald's was quite slow and not overly welcoming, with these factors in turn hindering the overall experience within Harpurhey. However, the market helps to drive footfall and vitality into the centre, thus improving the experience.<br><br>Score out of 5: 2/5 |

| 6. Management | **Response** |
|---|---|
| Is there effective management of the centre? What management structures are in place for managing the centre? Is there effective collaboration between centre stakeholders in managing the centre?<br><br>Restructuring | Habro has owned most of the site over the last decade, although they have been engaged throughout the project, working closely with MCC on their future investment plans. In terms of residential, there is a high rental population, which as such is transient in nature. This in turn makes it difficult for the neighbourhood team to build relationships and create and enact strategies. There is no business forum/traders' association in the centre to create a shared vision and encourage collaboration, and stakeholders do not currently appear to collaborate around any form of shared vision or strategy for Harpurhey, with the retail anchor tenants working largely independently. There is a suggestion that resident meetings can often veer into discussions around litter and other janitorial-type concerns, which renders them ineffective for consideration of wider issues affecting the centre.<br><br>Score out of 5: 2/5 |

| 7. Merchandise | **Response** |
|---|---|
| The merchandise on offer in the centre should meet the needs of the local catchment. What is the range and quality of goods on offer?<br><br>Repositioning<br>Reinventing | Harpurhey Shopping Centre, whilst catering for its local catchment very well, offers quite a narrow range of merchandise, primarily revolving around food/groceries, greetings cards, furniture, electrical goods, and personal care items. Most notably absent was clothing provision (installation of Amazon lockers on day of visit suggests that this is obtained by residents online). The Harpurhey Market, however, provides a wider range of merchandise, including plants, some clothing, and homeware items etc.<br><br>The centre also possesses a good number of services, for example in the areas of hair and beauty (a wide range of nail bars, tanning salons, and hairdressers), a post office, opticians, healthcare (GP surgery), pharmacy, education (local college and youth centre), a library, and fast food (McDonald's; KFC; Subway; and many independent takeaways).<br><br>Score out of 5: 3.5/5 |

| 8. Necessities | **Response** |
|---|---|
| A centre should ensure that basic facilities are present and maintained. Is there appropriate car-parking, toilets, and places for people to sit down in the centre?<br><br>Reinventing | There is ample parking provision on the Harpurhey Shopping Centre Car Park in the central hub of the centre, which offers up to 3 hours free parking (Harpurhey Shopping Centre, 2018). There is also some parking provision on the GP surgery just outside of the shopping centre (full at the time of visit). There are some benches in the centre for people to sit down on. However, there is a lack of adequate public toilet provision, and existing facilities are not always fully maintained or policed (although some toilets can be found for customers in the ASDA superstore)<br><br>Score out of 5: 3.5/5 |

| 9. Anchors | Response |
|---|---|
| Is there an anchor in the centre which has pulling power and drives footfall into the area? This could be retail (like a department store or large supermarket), a busy transport interchange, or a large employer.<br><br>Rebranding | The main retail-based anchor in the centre is the ASDA superstore at the heart of the shopping centre, with Lidl also nearby. Other significant anchors are the sixth form college and the Factory Youth Zone, which likely draw people in from other nearby centres, as well as the library and health and fitness centre, which also aid footfall. The market is central to Harpurhey's identity, and is another key anchor driving footfall into the centre on market days.<br><br>Score out of 5: 3.5/5 |

| 10. Networks and partnerships | Response |
|---|---|
| Are there strong networks and effective formal/informal partnerships in the centre? Are there any traders' associations or community groups? Do centre stakeholders communicate and trust each other? Or are there any apparent stakeholder tensions?<br><br>Restructuring | There is a Harpurhey Neighbourhood Project (which has a Facebook page with 185 members) which is an organisation helping to build community and organise local events (e.g. chess club, music nights, and Macmillan afternoons), as well as a local events calendar. The resident forum provides an opportunity for residents to come together to discuss issues affecting the centre, however the nature of these meetings is such that discussion is often dominated by certain prevalent issues, leaving little time for a wide range of subjects. Despite these mechanisms, on the whole stakeholders in the centre seem to operate independently, with little evidence of collaboration or joined up thinking around a shared vision/strategy.<br><br>Score out of 5: 2/5 |

| 11. Diversity | Response |
|---|---|
| How diverse is the offer provided in the centre, for both retail (types of retailer/multiples/SMEs etc.), and non-retail (leisure activities, events etc.)?<br><br>Repositioning | The centre possesses a narrow range of retailers (see Retailers), although the centre serves the local catchment very sufficiently. The retail provision primarily revolves around food/groceries, household items, electrical goods, gifts/cards, and personal care products.<br><br>The service provision is also lacking in diversity, largely revolving around hair/beauty, fast food, and betting shops. However, education is also notably provided via the local sixth form college, with some leisure activities and events taking place at the local church, fitness centre, youth centre, and library (see Entertainment and Leisure).<br><br>The Harpurhey Market helps with enhancing diversity, given it provides clothing and accessories, fresh food, books, CDs, homeware, mobile phone cases, flowers, and electronic goods, in addition to services such as shoe repairs (Manchester City Council, 2018).<br><br>The centre is most notably lacking in evening economy provision, as well as in food and beverage (cafes and family restaurants, in particular).<br><br>Score out of 5: 2.5/5 |

| 12. Walkability | Response |
|---|---|
| Are linked trips between areas possible, or are the distances too great? Are there other obstacles that stop people walking through and around the centre (e.g. potholes, bollards, cars etc.)? How easy is the space to navigate with pushchairs/wheelchairs etc.?<br><br>Repositioning<br><br>Reinventing | Harpurhey is an easily walkable centre. The units in the shopping centre are located very close together, making linked shopping trips convenient. It was a bit more difficult to access those units just outside of the main shopping hub, such as McDonald's, since the busy car park has to be traversed. The centre is also immediately surrounded by a well-established residential area meaning that the centre is very accessible via foot to the immediate catchment. Along the roads past the main shopping centre there was also some noticeable litter and shattered glass on the pavement (e.g. Rochdale Road), causing minor difficulties with walkability. Yet, again the units along here are located close together, making the whole centre very fast to navigate as it is compact.<br><br>Score out of 5: 4/5 |

| 13. Entertainment and Leisure | **Response** |
|---|---|
| What is the entertainment and leisure offer provided in the centre? Does this appeal to the local catchment? Are there any festivals, fairs, and events held in the centre?<br><br>Reinventing | Reflecting the low income of the local catchment (ONS, 2011), the library in Harpurhey hosts a number of free events, including a book club; Lego club; over 55 club involving IT support, crafts, days out; and a babies and toddlers class (Manchester City Council, 2018). Further community events are also hosted by the Neighbourhood Project community group (e.g. music nights and chess).<br><br>The Factory Youth Zone also provides a range of activities and events for young people in the area, many of whom are living in poverty (The Factory Youth Zone, 2018). This includes arts and crafts; Mexican food nights; cooking; drama; dance; football; Minecraft; and educational classes (e.g. construction lessons). Costing just £5 for an annual membership, plus 50p per visit, it appeals to the low income levels of the local catchment.<br><br>At the time of visit, a free 'Messy Church' event was being hosted at Christ Church just a couple of minutes' walk from the shopping centre (which involves crafts, songs, and a free lunch; see photos).<br><br>Queen's Park located on Rochdale Road just under a mile from the shopping centre also has a free children's play area and football pitch, which would conceivably provide entertainment and leisure opportunities in the warmer months and on weekends.<br><br>The area is, however, lacking in community events which would help to create civic pride. Also notably lacking was a cinema and family restaurants (there are instead many takeaways in the centre).<br><br>Score out of 5: 3/5 |

| 14. Attractiveness | **Response** |
|---|---|
| Is the centre able to attract visitors from a distance; or does it primarily serve the needs of the local community? What is there in the centre which might make it a visitor attraction?<br><br>Rebranding | The main anchors in the centre are the market, ASDA superstore, Lidl, and the local sixth form college (see Anchors). The centre, however, is very convenience orientated and functional, primarily serving the needs of the local community, providing them with basic grocery and household item requirements, rather than having the pulling power to attract footfall from further afield. Evident crime levels and perceptions of safety do lead to the centre seeming unattractive, given its negative impact on the overall experience (see Experience).<br><br>Score out of 5: 2.5/5 |

| 15. Place assurance | **Response** |
|---|---|
| Does the centre offer a basic level of customer service; is this consistent? Or do some operators, or parts of the offer, let this down? Is the centre getting the basics right for their local community?<br><br>Restructuring | The centre offers basic goods and services for its local community (see Retailers). However, due to high crime levels and low perceptions of safety in the centre, this leads to lower place assurance.<br><br>Score out of 5: 2.5/5 |

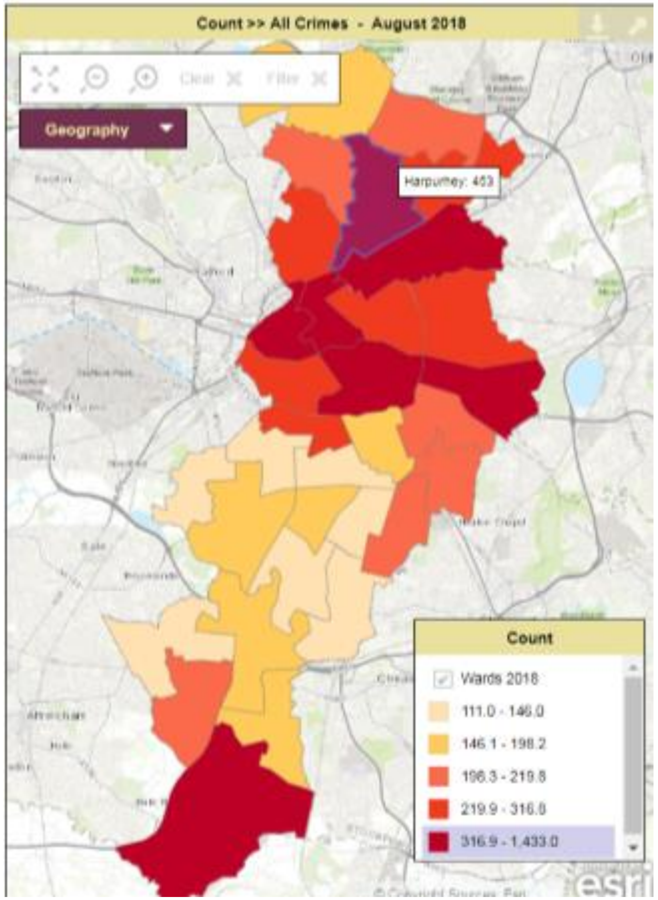
| 16. Accessibility | **Response** |
|---|---|
| How convenient is the centre to access? What modes of transport are available to access the centre? Are there any cycle lanes? What car parking options are available? Are there clear pathways to walk to and through the centre?<br><br>Restructuring | Harpurhey is around three miles north east of Manchester City Centre. There were notably no tram/train routes into the centre, nor any cycle lanes within or leading to the centre. However, the centre is easily accessible via car or bus (118, 112, 163 routes from Manchester City Centre to Harpurhey) (Transport for Greater Manchester, 2018). The Harpurhey Shopping Centre Car Park also provides ample parking provision (see Necessities). The centre is immediately surrounded by a well-established residential area meaning that the centre is very accessible to the immediate catchment. The shopping centre is also easy to navigate by foot, with short distances between units meaning that linked trips are easily possible (see Walkability) leading to a busy centre feel.<br><br>Score out of 5: 3/5 |

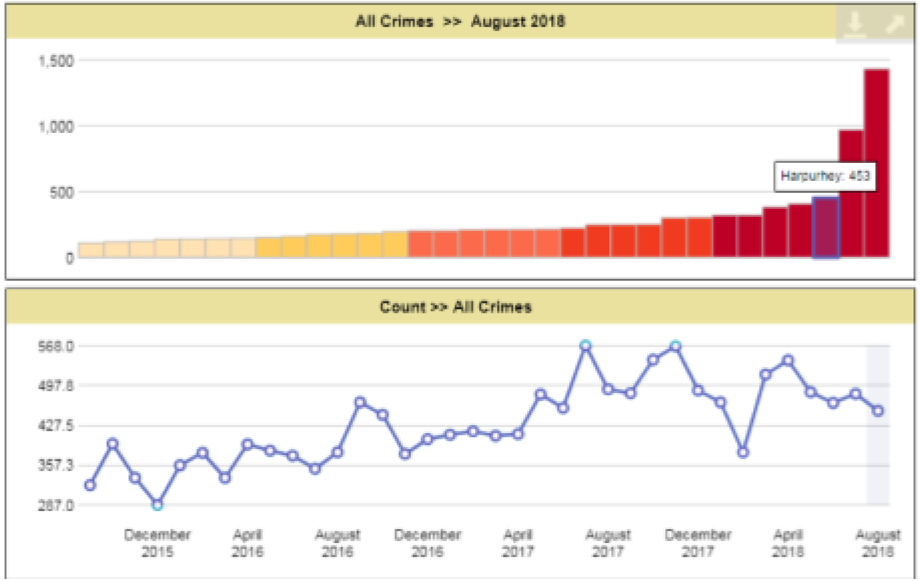
| 17. Place marketing | **Response** |
|---|---|
| How does the centre market and promote itself? Do enough stakeholders communicate in a way that builds a coherent place brand image? How well does the centre orientate visitors and encourage flow with signage and guides?<br><br>Repositioning<br>Rebranding | Harpurhey, in general, has a negative online presence, since there are many online news articles relating to high crime levels and deprivation.<br><br>The new modern takeaway Pasta Project has an active social media presence on Twitter, with competitions for residents to win pizzas/meals and advertising any deals/offers.<br><br>There does not seem to be much active promotion of Harpurhey as a place on the whole, meaning that it is likely to have low visibility within other areas of Manchester. It also lacking in community events which could create a sense of pride in the place, and more positive perceptions of Harpurhey.<br><br>Score out of 5: 2/5 |

| 18. Comparison/convenience | **Response** |
|---|---|
| What comparison shopping opportunities are available in the centre? What convenience shopping is on offer in the centre? What is the ratio of comparison shopping compared to convenience?<br><br>Repositioning<br>Reinventing | The centre is very convenience-based, with most retailers providing for local residents' everyday needs, such as food/groceries, personal care products, electrical goods, and household items, as found at the large ASDA; Lidl; Farmfoods; Poundland; charity shops; and Harpurhey market (see Retail audit). There is less on offer in terms of comparison shopping in the centre.<br><br>Score out of 5: 2.5/5 |

| 19. Recreational space | **Response** |
|---|---|
| Are there areas in the centre where people can enjoy spending time without spending money (e.g. parks)? What is the quality of the recreational areas and public space/open space in the centre?<br><br>Reinventing | The centre is primarily geared around shopping, and there is little greenspace apparent nearby for people to gather/relax in the warmer months. Although Queen's Park is notably only 0.8 miles from the Harpurhey Shopping Centre, and so within walking/bus distance. There is also some greenspace around the church (within 5-minute walk of the shopping centre). However, there is little on offer to do without spending money (apart from library events), or to encourage dwell time within the centre beyond more functional/utilitarian shopping activities (lack of attractive public space on offer on the whole).<br><br>Score out of 5: 2/5 |
| 20. Barriers to entry | **Response** |
| What obstacles are there which make it difficult for interested retailers to enter the local market? What is the location doing to make it easier for new businesses to enter the centre (if anything)?<br><br>Restructuring | Harpurhey is a relatively small centre, with 65 units. As such, although there are a small number of vacant units currently, this is in itself a barrier to entry. The crime and safety issues, and negative perceptions of the centre, are also barriers.<br><br>Score out of 5: 3/5 |

| 21. Chain vs Independent | **Response** |
|---|---|
| What chains are on offer in the centre? What independent stores are there in the centre? Is this suitably balanced, and does this provision meet the needs of the local community?<br><br>Reinventing | There was a higher proportion of chains than independents found in the shopping centre itself (e.g. Poundland, Select, BrightHouse, Farmfoods, KFC, and McDonald's). However, independents were found in the market area (e.g. market traders, nail bars, mobile phone cases, a local Butchers, and takeaways).<br><br>Score out of 5: 3/5 |

| 22. Safety/crime | **Response** |
|---|---|
| What are the actual reported crime figures and resident/visitor perceptions of safety in the centre?<br><br>Restructuring | There are high reported crime levels in Harpurhey relative to other district centres in Manchester (Police UK, 2018). It has also been found that 20.41% of the population perceive that there are issues with anti-social behaviour in the centre, 68% perceive that there are litter issues, and 37% perceive that there are issues with drug use in the centre (Manchester City Council, 2017). During the audit visit, aggressive begging was observable, as were some litter issues and shattered glass on the pavements, which reduced perceptions of safety and the overall experience.<br><br> |

| | |
|---|---|
| | <br>Source: MCC, 2018<br>Score out of 5: 1/5 |

| 23. Liveability | **Response** |
|---|---|
| Does the centre offer the services/environment that meets the needs of the local community (e.g. doctors, schools, playgrounds, etc.)?<br>Reinventing<br>Restructuring | The centre provides education in the form of the local college and Factory Youth Zone. There are also lots of basic services on offer for residents, including a GP surgery located just outside of the shopping centre, in addition to a pharmacy, opticians, and library. There are, however, some issues with unemployment levels in the area, which a high level of benefit dependency (ONS, 2011).<br>Score out of 5: 3/5 |

| 24. Adaptability | **Response** |
| --- | --- |
| How flexible is the space/units in a centre for new development opportunities? Are there any inflexible and outdated units that are unlikely to be re-let or re-purposed?<br><br>Restructuring | There was some discussion of potential development opportunities around Factory Lane during the meeting with the Neighbourhood team, suggesting some levels of adaptability in the centre. Habro, being the dominant land owner in the centre, will be instrumental in enacting change in this regard.<br><br>Score out of 5: 3/5 |

| 25. Store development | **Response** |
| --- | --- |
| Are retailers and property owners in the centre willing to coordinate/cooperate in updating activities? Or do they act independently (or not at all)?<br><br>Reinventing | The stakeholders in general seem to operate relatively independently in their activities, rather than coordinating in terms of store renovations/updates.<br><br>Score out of 5: 2.5/5 |

**Audit photos**


Harpurhey Market


Harpurhey Shopping Centre



FACTORY YOUTH ZONE


WORLD FAMOUS EMBASSY CLUB


HING FAT
Second Time Around


Messy CHURCH
Here this Saturday
11.00am - 1.00pm
Crafts, Songs, Stories & Lunch
Free for all the family!

# Appendix 2: Retail use survey

| Name of Business | Name 2015 (if different) | Retail Type 2015 | Retail Type 2017 (if different) | Use class 2015 | Use class 2017 (if different) |
|---|---|---|---|---|---|
| Lidl | | Supermarket | | A1 | |
| Harpurhey Childrens Centre | | Childrens Centre | | D1 | |
| North City Family and Fitness | | Leisure | | D2 | |
| Asda | | Supermarket | | A1 | |
| Asda Petrol Station | | Petrol Station | | Sui Generis | |
| Vacant | | Vacant | | Vacant | |
| Vacant | | Vacant | | Vacant | |
| Vacant | | Vacant | | Vacant | |
| North City Public Library | | Library | | D1 | |
| North Manchester Sixth Form College | | 6th Form | | D1 | |
| Housing Development | | Residential | | C3 | |
| Peasgoods Solicitors | | Solicitors | | A2 | |
| The Top Derby | The Derby Inn | Pub | | A4 | |
| Demolished | | Vacant | | Vacant | |
| Factory Youth Zone | | Youth Centre | | D2 | |
| Barnes Green Catholic Social Club | | Social Club | | A4 | |
| McDonalds | | Fast food | | A3 | |
| Vacant | | Vacant | | Vacant | |
| Wilkinson | | Household | | A1 | |
| Embassy Club | | Social Club | | A4 | |
| Harpurhey Health Centre | | Clinic | | D1 | |
| B&M | | Household | | A1 | |
| Burgess House | | Offices | | B1 | |
| Vacant | Skills Solutions/Burges House Ground | Training Facilities | Vacant | D1 | Vacant |
| Lloyds Pharmacy | | Chemist | | A1 | |
| Conran Medical Centre | | Medical | | D1 | |
| Rectory | | Residential | | C3 | |
| Harpurhey Market | | Market | | A1 | |
| Post Office | | Post Office | | A1 | |
| Harpurhey District Office | | Offices | | B1 | |
| Iceland | | Supermarket | | A1 | |
| Furniture and Electrical (British Heart Foundation) | | Household | | A1 | |
| William Hill | | Betting Office | | Sui Generis | |
| Miadin News | | Newsagents | | A1 | |
| Barnados | | Charity Shop | | A1 | |
| Frisians Restaurant | | Restaurant | | A3 | |
| Mad Ashes Furniture | | Household | | A1 | |
| Greggs | | Bakers | | A1 | |

| | | | | | |
|---|---|---|---|---|---|
| Shaw Trust Ability at Work Charity | | Charity Shop | | A1 | |
| Alberie Bond | | Pawn Shop | | A2 | |
| Quick Silver | | Amusement Arcade | | A1 | |
| Homefair Blinds | | Household | | A1 | |
| Vacant | Forster Dean | Solicitors | Vacant | A2 | Vacant |
| The Extra Care, Charitable Trust | | Charity Shop | | A1 | |
| The Card Factory | | Card Shop | | A1 | |
| Coral | | Betting Office | | Sui Generis | |
| Ziggy's School Uniform | | School uniform | | A1 | |
| Sunseekers | Fast Tan | Tanning | | Sui Generis | |
| Vacant | Specsavers | Opticians | Vacant | A1 | Vacant |
| Subway | | Café | | A3 | |
| Betfred | Harp Moss Fish and Chips | Takeaway | Betting Office | A5 | Sui generis |
| Pasta Project | Optical Express | Opticians | Restaurant | A1 | A3 |
| Specsavers | Superdrug | Household | Opticians | A1 | A1 |
| Select Fashion | Connexions | Tanning | | Sui Generis | A1 |
| Cash Generator | | Betting Office | | A2 | |
| Bright House | | Household | | A1 | |
| Farm Foods | | Supermarket | | A1 | |
| Pound World | | Poundstore | | A1 | |
| Poundland | | Poundstore | | A1 | |
| Gala Bingo | | Bingo | | D2 | |
| Phones Inter Link | | Mobile Phone | | A1 | |
| Cresta Cars Taxi | | Taxi | | Sui Generis | |
| TabLites | | Vaping Shop | | Sui Generis | |
| Juci-licious | | Juice Bar | | A3 | |
| T&M Nail Studio | | Nail Bar | | A1 | |

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**Manchester City Council**
**Report for Information**

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| **Report to:** | District Centres Subgroup – 6 March 2019 |
| **Subject:** | Future High Streets Fund |
| **Report of:** | Strategic Director (Development) |

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**Summary**

This report provides background information on the Future High Streets Fund that has recently been established by the Ministry of Housing, Communities and Local Government. It sets out the process that is proposed to follow in responding to this funding opportunity and asks for the Sub group's endorsement to this approach.

**Recommendations**

To note the report

To note the intention to make submissions to both rounds of the fund.

To note the intention to submit a bid for Withington District centre in 2019 and to set in hand work to develop a further bid for the funding round expected to take place in 2020.

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**Contact Officers:**


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| Name: | Eddie Smith |
| Position: | Strategic Director (Strategic Developments) |
| Telephone: | 0161 234 3030 |
| Email: | e.smith@manchester.gov.uk |

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|---|---|
| Name: | Richard Elliott |
| Position: | Head of City Policy |
| Telephone: | 0161 219 6494 |
| Email: | r.elliott@manchester.gov.uk |


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**Wards affected:** All

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**Background documents (available for public inspection):**

None

## 1.0 Background to the Fund and Bidding Criteria

1.1 In December 2018 Government announced its intention to establish a £675 million Future High Streets Fund to “help local areas make their high streets and town centres fit for the future.” Subsequently on 13th February Government published Supplementary Guidance to local authorities which provided more detailed information on the eligibility criteria for the first round of the Fund and set out how expressions of interest would be assessed by the Department. Copies of the Call for Proposals and the Supplementary Guidance are attached at appendix 1 for members’ information.

1.2 The Guidance indicates that while the fund may contribute up to a maximum of £25 million to each successful place, it is expected that a range of projects will come forward of different sizes and that many of them will be of significantly smaller scale. The Government have indicated that there will be two rounds of the fund, both of which will have a two stage application process. Phase 1 will involve and Expression of Interest phase where there will be an assessment of the overall need for the funding, the nature of the challenge faced by the centre and the vision for the future. Successful bids will be invited to proceed to Phase 2 where there will be an amount of revenue funding made available to work up project proposals in more detail. Ultimately funding decisions will be based on project plans and business cases. Expressions of Interest for the first phase of the first round are requested by 22nd March 2019. The second round will not take place before 2020.

1.3 The guidance indicates that Government:

> *“expects places to come forward with proposals that cover high streets or town centres as defined as areas that exhibit high levels of social and economic activity, that contain a variety of uses and functions and act as important service centres for extensive catchment populations. Small parades of shops of purely neighbourhood significance are not regarded as high streets for the purposes of this fund. The fund is not directed at central business districts of major city centres.”*

1.4 The guidance also indicates that large local authorities are able to make more than one bid to the fund. In Manchester’s case, with a population well over 500,000, we are able to make up to four submissions to the two rounds of the fund.

## 2.0 Manchester’s Proposed Approach

2.1 Following internal discussions it has been agreed that a first round expression of interest will be submitted for funding to Withington District Centre. Withington has been selected as it is a very a strong example of the Our Manchester approach. There is a locally established and led - Withington Regeneration Partnership who already have an organised group committed to improving the centre, they have engaged wider partners and have prepared previous bids for funding. The Manchester bid will build on the work undertaken to date and work with the local community to revitalise Withington

Village as a hub for services and community activity through a series of physical interventions.

2.2 Work will also be undertaken to work up proposals for the second round of bids which will develop some clear criteria for internal selection. We would intend to use the footfall data being provided through our work with the Institute of Place Management and a range of other data sets to identify suitable candidate centres for the second round.

2.3 There is a requirement for bids from local authorities to have the support of the Local Enterprise Partnership. A report is therefore being submitted through the Combined Authority to gain endorsement for all the Greater Manchester bids to the fund.

## 3.0 Conclusion

3.1 The Future High Streets Fund provides an opportunity to bid for additional Government resources to strengthen the role of local district centres. The work of the sub group will assist in the development of bids to the fund and members will be kept updated on progress of the submission.

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Ministry of Housing,
Communities &
Local Government

# Future High Streets Fund

## Call for proposals

December 2018
Ministry of Housing, Communities and Local Government

This document/publication is also available on our website at www.gov.uk/mhclg

If you have any enquiries regarding this document/publication, complete the form at http://forms.communities.gov.uk/ or write to us at:

Ministry of Housing, Communities and Local Government
Fry Building
2 Marsham Street
London
SW1P 4DF
Telephone: 030 3444 0000

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December 2018

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# Contents

# Foreword

For centuries, our high streets have been where commerce and community meet. They have been the hubs of enterprise, where small businesses grow and local jobs are created, and they are the barometers of our prosperity and the heartbeats of the places we call home.

Today, as consumer patterns change and spending increasingly moves online, our expectations of high streets are changing too. A renewed emphasis on 'experience' brings convenience, valuable services and a powerful sense of the community to the fore – that intrinsic desire for something that cannot be replicated online. Where this has been achieved successfully, it can transform a community. It’s something we’ve seen showcased brilliantly at our Great British High Street Awards.

This government is committed to helping more high streets adapt and meet these changing expectations; not just to survive, but to thrive. This is why we launched Our Plan for the High Street in autumn with a fund of £675m. Our Plan for the High Street includes a cut in business rates by up to a third for a wide range of retail properties for two years, a consultation on planning reform to make it simpler to create more homes, jobs and choice in our town centres, and the creation of a High Streets Task Force.

The Future High Streets Fund is an essential part of Our Plan for the High Street, providing co-funding towards capital projects that bring transformative change. We want to see the regeneration of our town centres through innovative proposals around transport, housing delivery and our public services.

Because no two high streets are the same, we are looking to work with visionary local leaders who understand what their local communities will need in the years to come. I’m looking forward to reading your Expressions of Interest and seeing your positive visions for our future high streets – places that can flourish for years to come.

The Rt Hon James Brokenshire MP, Secretary of State for Housing, Communities and Local Government

Jake Berry MP, Minister for the Northern Powerhouse and Local Growth

# Introduction

High streets and town centres lie at the heart of our communities and local economies, creating jobs, nurturing small businesses and injecting billions of pounds into our economy. But the way we shop and the way that communities use their high streets and town centres is changing: we are shopping more online, making fewer big shopping trips and shopping ‘little and more often’. This changes the nature of what makes a high street successful.

The government is committed to helping local high streets evolve and adapt to these changes. We want to see thriving places created where the community feels engaged, and vibrant town centres where people live, shop, use services, and spend their leisure time.

At the Budget, we set out Our Plan for the High Street, including:

- cutting business rates by a third for up to 90% of retail properties for two years, to provide upfront support for high streets;
- supporting the transformation of the high street, by creating a £675 million Future High Streets Fund to help local areas make their high streets and town centres fit for the future;
- consulting on planning reform to make it simpler to create more homes, jobs and choice in town centres, and trialling a register of empty shops;
- setting up a High Streets Task Force which will support local leadership with expert advice on helping local high streets to adapt and thrive; and
- strengthening community assets, including the restoration of the historic buildings that make our high streets special, supporting community groups to use empty properties and providing business rates relief for public toilets and local newspapers.

The Future High Streets Fund forms a central part of this Plan. It will support places by co-funding transformative, structural changes to overcome challenges in their area. And it will support wider economic growth within local areas, delivering investment and growth across regions in England to deliver our modern Industrial Strategy.

This document sets out how the Fund will operate as a two-round fund with two stages to the application process. This first stage of the application process, Phase 1, calls for places to come forward with Expressions of Interest by 22 March 2019 setting out their challenges and strategic approach to regenerating town centres. We will assess these Expressions of Interest against criteria set out within this document and make an announcement on which places will move forward to Phase 2, development of full business cases.

During this second phase, shortlisted places will receive some revenue funding to support the development of their high street strategies which shall include specific project plans and associated business cases setting out how they shall regenerate these places. These business cases will be assessed in accordance with departmental and HM Treasury Green Book appraisal methodologies and criteria to be published in due course.

£55m of the Fund has been allocated to the Department for Digital, Culture, Media and Sport to support the regeneration of heritage high streets. This has two elements: helping to restore historic high street properties through Historic England, and equipping communities with their own resources to put historic buildings back into economic use – for example as residential buildings, new work spaces or cultural venues, supported by the Architectural Heritage Fund. Further detail will be announced in due course.

# Background: structural changes on high streets

Change on high streets is not a new phenomenon. Shop numbers have been steadily declining since at least the 1920s and over many years the ways in which people interact with their high streets and town centres have constantly evolved. Technological advances, new products, competition and changing consumer preferences have seen many high street retailers and industries rise to prominence or disappear. The rise in out-of-town shopping, for example, had a significant impact on the way that people engaged with high streets, in the same way that rising car ownership has transformed town centres.[1]

In the past, high streets have shown themselves to be resilient to change, constantly needing to adapt to meet changing demands. They have continued to play a key role at the heart of many communities.

However, the speed of these changes has increased dramatically in recent decades. The unprecedented growth of online shopping in particular has had a big effect on high streets. Between 2007 and 2018 online sales increased six-fold while the growth of in-store sales lagged behind. In 2000 online retailing accounted for less than 1% of total retail sales while in October 2018 almost a fifth of all retail sales took place online.[2]

Technological advances, including the fast growth in personal computer use, smartphone use and improvements to broadband have facilitated this rapid rise in online retailing. We are starting to see online retailing replacing traditional "bricks-and-mortar" retailing seen on the high street as retailers are often able to offer competitive prices, more choice and greater convenience by moving their business online.

This has left a number of vacant or under-used spaces in town centres, with a proportion of the existing stock of retail stores on high streets becoming under-used. There is currently a mismatch between the supply of existing space and the demand for different types of space in town centres.[3]

The speed of this change has meant that high streets and local areas have not had sufficient time to adapt to meet these challenges. While there are examples of successful regeneration of town centres, many places across the country are struggling to transform in response to these structural changes.

Evidence shows that high streets with a wide choice of retail services alongside well-designed and planned residential and office space are more resilient to these changes and are adapting more successfully. In contrast, high streets that rely heavily on traditional retail without sufficient office space and housing surrounding the high street have found it harder to adapt to these changes and tend to be the ones that are struggling.[4,5]

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[1] Centre for Retail Research (2013), Retail Futures 2018: Shop Numbers, Online and The High Street
[2] Office for National Statistics (2018), Retail Sales, Great Britain: October 2018
[3] British Property Federation (2016), Town Centre Investment Zones: Getting Investment Back Into the High Street
[4] Public Health England (2018), Healthy High Streets
[5] British Property Federation (2016), Town Centre Investment Zones: Getting investment back into the high street

People want local high streets to provide convenience, a sense of community and to add value through services not offered online. High streets can and should continue to play an important role in the life of communities – they are the locus for some of the highest levels of social interaction in places and can be important drivers of growth in local economies.[6]

Experience has shown that local areas need support, investment and guidance to help them meet these structural changes. To date many places have not been able to keep up with the speed of change to the detriment of town centres. We know that a scattergun approach of light touch interventions is not the solution for town centres facing large structural issues. Instead effective strategic thinking and masterplanning is needed, with local areas able to work across public and private sector organisations including local businesses, driven by strong local leadership.

[6] Parker, C., N. Ntounis, S. Quinn and S. Millington (2017), Identifying factors that influence vitality and viability

# Scope of the fund

## Objectives

Given the above challenges, the objective of the Fund is to **renew and reshape town centres and high streets in a way that improves experience, drives growth and ensures future sustainability**.

In this first phase of the programme we want local authorities to define the specific challenges faced by their high streets, to set out their overarching strategic ambition for what the high street or town centre should become and what needs to be done to make this possible.

We would expect any identified need for investment to fall under the following themes:

- Investment in physical infrastructure
- Acquisition and assembly of land including to support new housing, workspaces and public realm
- Improvements to transport access, traffic flow and circulation in the area
- Supporting change of use including (where appropriate) housing delivery and densification
- Supporting adaptation of the high street in response to changing technology

## How the Fund will work

- There will be two rounds of the Fund, both with a two-phase application process
- Phase 1 of application process: this is an Expression of Interest stage where we will assess places on the need for funding, nature of the challenge and the vision for the future of the town centre
- Phase 2 of application process: for those who pass to Phase 2, there will be an amount of revenue funding available to work up project proposals. Funding decisions will be based on project plans and business cases
- In the first round of the Fund, projects which are 'shovel ready' may be fast-tracked for funding
- We will make an announcement on the second round of the Fund in due course

There will be two rounds of the Future High Streets Fund; we will therefore open applications to the Fund twice. The first-round application phase will open with the publication of this prospectus and aims to co-fund projects and places that have already started to formulate a vision for the future of their town centres. We will confirm the date of the second round and publish assessment criteria in due course, but it will not open before 2020.

The Fund will operate via a full competition over two phases, with the first acting as a light-touch process in order to reduce the burden on places and minimise wasted resource. This prospectus acts as the launch of Phase 1 and invites places to come forward with Expressions of Interest setting out their challenges and strategic approach.

As the first phase concerns identifying places to work with, we will not have regard to specific schemes included in submitted proposals when assessing bids.

We will assess these Expressions of Interest against criteria set out within this document and the application form. We expect to be able to make an announcement in summer 2019 on which places will move forward to Phase 2, where they will develop full business cases.

During Phase 2 shortlisted places will receive some revenue funding from government to support the development of their high street strategies and the business cases for their proposed projects. The High Streets Task Force, once established, will provide support to places in developing their cases. Places will also receive some support from within the Ministry of Housing, Communities and Local Government.

We expect the full business case development phase to take 6 to 12 months, with some places taking less time and receiving decisions on capital funding at an earlier stage. At the end of each places' business case development phase we expect them to submit specific project plans and associated business cases which will be assessed against departmental and HM Treasury Green Book appraisal methodologies. We will then make decisions on which places will receive capital funding and any further revenue funding as well as the level of this funding.

- December 2018: Phase 1 opens and Expressions of Interest invited
- 22 March 2019: deadline for Expressions of Interest
- Summer 2019: announcement on places moving to Phase 2
- Late 2019: first round of final business cases to be submitted
- Spring 2020: all remaining final business cases to be submitted
- Not before 2020: Second round of applications opens

# Funding decisions

*Phase 1*

Places shortlisted to move forward to Phase 2 will be granted some revenue funding in 2019/20 to support the development of their project plans and associated business cases.

We expect places to give in their Expressions of Interest an indication of the level of revenue funding they would need to deliver this; however, places are not guaranteed the full amount they propose as the amount of revenue funding is limited.

*Phase 2*

**There is no guarantee of further investment funding to shortlisted places** if the proposals put forward at the end of Phase 2 are not sufficiently developed or fail to demonstrate adequate value for money or deliverability. From the outset, places should consider how schemes could be flexed to reflect the options available and consider the best intervention to make a significant and transformative difference within their areas.

Final decisions on the amount of capital funding (and any further revenue funding needed to support the delivery of this) for a shortlisted place will be made considering the quality of the proposals put forward at the end of Phase 2. When we make individual capital funding awards following the submission of business cases, we will announce the full funding amount for the scheme. We will also give an annual profile, which will need to be spent in the year allocated.

Given the scale of investment proposed, any bids taken through to Phase 2 and shortlisted for capital funding will need to produce fully worked up business cases. **We expect projects to be co-funded** by public and private sector additions and this will be taken into consideration as part of the assessment of projects. We will expect an element of co-funding, either on a project basis or to delivery a local area's wider strategy for the high street. This co-funding could either be public (e.g. from local areas' own budgets) or private finance (e.g. co-financing housing infrastructure).

The Fund will contribute up to a **maximum of £25 million** to each successful place. However, we expect to see a range of project sizes coming forward, many of which are in the region of £5-10 million per town centre. As such we do not expect to allocate that full amount to each area. When making funding decisions, we will consider the funding available in each financial year.

The size of agreed funding packages, once approved, will be fixed. Should cost increases occur the Department will not provide additional funding, and this will need to be accounted for within local budgets or from private investment.

# Eligibility

## Eligible places

Given their control over the strategic levers that will be necessary to bring forward the types of projects that will meet the objectives of the Fund, we recognise that local authorities are best-placed to bid for the funding and develop and deliver proposals.

We therefore invite bids from unitary authorities, metropolitan districts, London boroughs and, where there is a two-tier system, from district councils, in England.

**We will not accept bids covering town centre areas that are not facing significant challenges**. We expect places to come forward with proposals that cover high streets or town centres as defined as areas that exhibit high levels of social and economic activity, that contain a variety of uses and functions and that act as important service centres for extensive catchment populations.

Small parades of shops of purely neighbourhood significance are not regarded as high streets or town centres for purposes of this fund. Additionally, the Fund is not directed at central business districts of major city centres. Proposals that cover entire city regions, rather than a single high street or town centre, will not be eligible for funding.

## Local and stakeholder support

While we feel local authorities are best-placed to bid for funding, projects will likely be stronger and more successful if they tie into a broader economic market. We would like to see places link to the delivery of emerging Local Industrial Strategies and any wider strategic vision for the area at various levels.

We therefore would expect to see Expressions of Interest come forward with proof of engagement with, and support from, a number of stakeholders including the following (where applicable):

- Mayoral and non-Mayoral Combined Authorities
- Local Enterprise Partnerships
- Other tiers of local government in the area
- Business Improvement Districts
- Private sector
- Community groups

## Type and size of projects

We expect bidding local authorities to put forward a single, transformative submission covering one high street or town centre in their area. This may comprise of more than one intervention, but that will need to be subject to a strong business case. For example, a local authority may wish to consolidate its town centre offer across a number of high streets to provide additional residential or commercial space. In that case we would consider applications which saw interventions across the network of high streets assuming there was a sufficiently robust strategic business case.

We would expect any identified need for investment to fall under the following themes:

- Investment in physical infrastructure
- Acquisition and assembly of land including making improvements to the public realm
- Improvements to transport access, traffic flow and circulation in the area
- Supporting change of use including (where appropriate) housing delivery and densification
- Supporting adaptation of the high street in response to changing technology

Funding will not be provided for surface-level projects that only make a difference to the appearance, rather than the use, of the area or those that would not have a long-term impact.

# Assessment process

The competition will take place over two phases.

Phase 1 is this light-touch process calling for Expressions of Interest by 22 March 2019. We will assess the definitions of places and need in these Expressions of Interest as well as the level of strategic ambition before making a decision on places we will take forward.

During Phase 2 we will provide some support to these shortlisted places to develop their strategic vision and full business cases which will be assessed in accordance with the HM Treasury Green Book, MHCLG appraisal guidance and other departmental guidance where necessary. Places successful in moving to Phase 2 will receive capacity funding to support this. Based on the strength and merits of the final business cases, we will make a decision on which projects will receive capital funding and any further revenue funding.

## Phase 1: shortlisting places

Places need to complete the application form in the annex. This is based around three themes against which places will be selected:

1. **Defining the place**
    a. The geography of the high street/town centre
    b. The centre's catchment and link to wider economic areas
2. **Setting out the challenges**
    a. Clear description of the issues and challenges facing this area
    b. Why central government funding is needed to meet these challenges
    c. Evidence to support this
3. **Strategic ambition**
    a. Set out a high-level vision for improving their area and how this links with need expressed in Section 2
    b. Cover how investment from government will support the area and help overcome these challenges
    c. Demonstrate engagement with and support from local stakeholders including other tiers of local government, if applicable, and the private sector
    d. Demonstrate how this ambition will align with other funding streams (public or private)
    e. Show how this will link to wider strategic plans e.g. around housing and local growth
    f. Detail of capacity arrangements to ensure robust governance and delivery

Applications will be sifted on the basis of the responses to these key themes. We will publish further guidance on the scoring criteria and weighting for Expressions of Interest before the end of January 2019.

We will decide on the relative merits of each bid and shortlist places for the next phase of the competition.

We are not asking for specific scheme proposals at this stage, as we will make a decision on which places to take forward based on the challenges and ambition set out in the application form.

However, if as part of their strategic vision places would like to identify specific schemes they feel are "shovel-ready" and would be in a position to receive capital funding in the near future, we invite them to make this clear here and provide further supporting evidence if available. If this place moves forward to Phase 2 we would examine the proposed projects at an early stage of co-development.

The use of qualitative and quantitative evidence from government bodies and well-respected independent sources is encouraged. The suitability and validity of this will be scrutinised as part of the bid.

Where the Fund is oversubscribed we will take into account factors such as the available profile of the Fund, ensuring a geographical spread of impact, and wider economic considerations. The Secretary of State for the Ministry of Housing, Communities and Local Government will make the final decision on funding.

## Phase 2: Business case development

Shortlisted places will be invited to develop their strategic vision and business cases for specific projects. They will receive capacity funding at this stage to be spent on revenue needs and will be expected to seek additional private and local investment. They will also receive some support from the Department.

Local authorities will then be asked to submit their final full business cases for specific projects. These business cases will then be assessed according to appraisal methodologies across the five cases as outlined in the HM Treasury Green Book, MHCLG guidance and other departmental guidance as necessary.

More detail on appraisal and assessment at Phase 2 will be announced in early 2019.

We expect to undertake business case development to allow those ready to move quickly to do so and avoid moving at the pace of the slowest. The Ministry will then take a final funding decision for each place who will then deliver the projects funded.

It is expected that evaluation processes will be developed in tandem with the development of business cases. All funded places will be expected to complete an evaluation of interventions after the completion of the Fund proportionate to the level of investment agreed.

Successful bids will be announced on a rolling basis.

# Application process

## Application form

Places will be expected to apply via the application form attached as an annex to this document.

Applications to the Fund will be assessed against the criteria set out in the annex. Further information on the scoring criteria and their weighting will be published by the department before the end of January 2019.

A panel will moderate the final score of each bid to ensure consistency. The places taken forward to Phase 2 will be agreed by the Secretary of State after the proposals have been fully scrutinised.

All applicants should evaluate whether their project will comply with the rules on State Aid under European Union law.

## Submission of bids

All bids should be submitted electronically to highstreetsfund@communities.gov.uk no later than 2359 on Friday 22 March 2019.

We may wish to discuss the content of bids with local authorities to seek clarity on any aspects following the deadline.

When authorities submit a bid for funding, as part of the Government's commitment to greater openness in the public sector under the Freedom of Information Act 2000 and the Environmental Information Regulations 2004, they must also publish a version excluding any commercially sensitive information on their own website within two working days of submitting the final bid to the Ministry. The Ministry reserves the right to deem the business case as non-compliant if this is not adhered to.

As well as increasing transparency, publishing bids will also help create a network of places engaged in the process and support those places looking to bid for the second round of funding.

## Enquiries

Enquiries about the Fund may be directed to highstreetsfund@communities.gov.uk.

## Transparency and privacy

Local authorities will be expected to spend funds in an open and transparent way. We would expect plans relating to the projects to be publicly available. In addition, we will expect details of the projects and progress to be made available to local authorities and MHCLG over the duration of the project including taking part in monitoring and evaluation.

Any personal data provided through the application will be processed in line with data protection legislation. The following is to explain your rights and give you the information you are entitled to under the Data Protection Act 2018.
The Ministry of Housing, Communities and Local Government (MHCLG) is the data controller. The Data Protection Officer can be contacted at

dataprotection@communities.gov.uk. Data protection legislation sets out when we are lawfully allowed to process your data. The lawful basis that applies to this processing is 6(1)(e) of the GDPR: the processing of personal data is necessary for the performance of a task carried out in the public interest or in the exercise of official authority.

Your personal data is being collected to identify places to receive support from the Future High Streets Fund. We are processing your data as part of Phase 1 of the application phase deciding which places will move forward to Phase 2. We may also use it to contact you about further opportunities to apply for this project if we expand the Fund in future.

We may share the information with external assessors as we assess the applications. Your personal data will only be shared with the assessor for that purpose and will only be retained by them for the duration of the assessment process. Your personal data will be held for the duration of the Fund, including monitoring and evaluation.

The data we are collecting is your personal data, and you have rights that affect what happens to it. You have the right to:

- know that we are using your personal data
- see what data we have about you
- ask to have your data corrected, and to ask how we check the information we hold is accurate
- ask to have your data deleted
- complain to the ICO (see below)

In some circumstances you may also have the right to have all data about you deleted, or to object to particularly types of use of your data. We will tell you when these rights apply. Your personal data will not be sent overseas.

We will not use your data for any automated decision making. Your personal data will be stored in a secure government IT system.

When we ask you for information, we will keep to the law, including the Data Protection Act 2018 and General Data Protection Regulation.

If you are unhappy with the way the department has acted, you can make a complaint.
If you are not happy with how we are using your personal data, you should first contact dataprotection@communities.gov.uk.

If you are still not happy, or for independent advice about data protection, privacy and data sharing, you can contact:
The Information Commissioner's Office:
Wycliffe House
Water Lane
Wilmslow
Cheshire SK9 5AF
Telephone: 0303 123 1113 or 01625 545 745
https://ico.org.uk/

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# Future High Streets Fund:

Ministry of Housing, Communities & Local Government

## Supplementary guidance for bidding authorities

Applications to the Future High Street Fund will be assessed based on the information provided to the department by bidding authorities in the Expression of Interest application form. Please see the application form published alongside the Fund prospectus for more detail on the information required in this stage.

This document sets out the assessment approach, scoring criteria and provides additional information on the eligibility criteria for the first phase of the Future High Streets Fund.

## Fast track capital funding projects

This first phase of the Future High Streets Fund is concerned with identifying the challenges that are being faced by high streets and identifying the town centre areas across England that are experiencing these challenges.

However, if a local authority has been working on a specific project that meets the Fund criteria, but which they have not been able to progress due to a lack of capital funding in 2019-20, we invite them to make that clear in their application form. **If this is the case, local authorities should indicate this in section 3.4: Estimate of revenue funding required**.

While the details of specific projects will not be considered in our decision-making at this stage, we may consider fast-tracking these projects during business case development. We would expect to see clear evidence of the advanced nature of these projects, for example with masterplanning (if needed) in place, planning permissions at an advanced stage or in place, and delivery capacity in place.

## Local authorities with large populations

We are inviting bids from unitary authorities, metropolitan districts, London boroughs and, where there is a two-tier system, from district councils, in England.

We value the role of local authorities in identifying town centres in their area that are facing the challenges that the Future High Streets Fund is looking to address and prioritising those that would benefit most from this type of funding.

However, across England the size of eligible authorities in terms of geography and population varies significantly. For example, many authorities have populations of under 100,000 while larger unitaries and some metropolitan areas have populations 500,000 and above. To ensure that town centres and high streets across these larger are able to bid for funding, authorities with populations significantly higher than the national average are able to submit more than one expression of interest to the Future High Streets Fund if they wish, providing that authorities can demonstrate that these places are facing significant challenges, and that meet the eligibility criteria for the fund as set out in this guidance.

Local authorities should still ensure that they are prioritising the town centres in their area where challenges are significant and where funding has the potential to have the greatest impact. Bidding authorities should note that we are expecting a high volume of Expressions of Interest into the fund and therefore we may take into account factors such as ensuring a geographical spread of impact and wider economic considerations when assessing bids.

The maximum number of bids that each local authority is able to submit to the fund has been calculated by comparing each authority's population to the average population across all eligible authorities.

Please see Annex A for a breakdown of how many bids each authority is able to submit to the Future High Streets Fund alongside the methodology used to calculate these thresholds.

## Format of Expression of Interest applications

The Expression of Interest application form is split into 3 sections, each of which is concerned with a separate theme against which places will be assessed:

**Section 1: Defining the place**

In this section, bidding authorities are required to provide details of the high street or town centre area to be covered within the application. Expressions of Interest should describe the town centre geography including its catchment and provide evidence of the importance of this town centre area to the wider local economy.

**Section 2: Setting out the challenge**

In this section, bidding authorities should provide information on the issues facing the town centre area covered within the bid. Bids should include a clear description, with supporting evidence, of the challenges facing the area, with clear links made to how these challenges align with the aims and objectives of the Future High Streets Fund.

**Section 3: Strategic ambition**

In this section bidding authorities need to set out their ambition for change and town centre vision. Applications should include evidence of support for this vision from relevant local stakeholders and demonstrate how this vision links to wider strategic plans such as Local Industrial Strategies.

## Assessment of Expressions of Interest

Within these three sections there are a total of 8 questions that bidding authorities are required to complete in their application. The information provided through the answers to these 8 questions will be assessed in a several different ways:

Bids will need to demonstrate that they meet the necessary **eligibility criteria** for the fund in order to be considered for funding. If an Expression of Interest fails to provide sufficient evidence of eligibility, it will not be scored as it will not be eligible for funding.

Six of these questions are **scored questions** that will be assessed and given a score of between one and five. Each of these questions has been assigned a weighting and the total weighted score will be used to decide which of the eligible bids are successful at the Expression of Interest stage and will be therefore proceed to the business case development stage. For some of these questions, Expressions of Interest are required to score above a 'minimum threshold', or pass mark. Bids will be excluded from further consideration if they score below the threshold mark for any question.

In addition, there is one '**for information only' question** relating to an estimate of revenue funding required by places. This will not be considered in the assessment of bids. This information will aid the department in allocating available revenue funding to local authorities should they be successful in progressing to Phase 2 of the application.

All Expressions of Interest will be moderated following the initial assessment to ensure consistency. Where there is a high volume of Expressions of Interest we may take into account factors such as ensuring a geographical spread of impact and wider economic considerations. Similarly, should be Fund be oversubscribed The Secretary of State for Housing, Communities and Local Government will make the final decision on which proposals progress to Phase 2 of the Fund.

## Minimum eligibility criteria for the Fund

Bidding authorities are required to demonstrate in their application that their bid meets the minimum eligibility criteria for the Future High Streets Fund.

If bidding authorities are not able to demonstrate eligibility, as defined in question 1.1 in the application, their Expression of Interest will not be considered for funding in that round of the Fund. This does not preclude local authorities from applying for a further round of Future High Streets funding in the future.

**1.1 Geographical area:**

Bidding authorities are required to demonstrate, with supporting evidence, that the geographical area covered in their bid meets the department's definition of town centre areas as set out in the prospectus:

"*We expect places to come forward with proposals that cover high streets or town centres as defined as areas that exhibit high levels of social and economic activity, that contain a variety of uses and functions and that act as important service centres for extensive catchment populations. Small parades of shops of purely neighbourhood significance are not regarded as high streets or town centres for purposes of this fund. The Fund is not directed at central business districts of major city centres."*

There is no minimum population threshold for eligible town centres for the fund as town centre populations do not account for wider catchments of town centres and high streets. This means that population data taken on its own is often not an effective measure of town centre or high street size.

However, Expressions of Interest will need to provide evidence that the town centre area in their bid is an important centre serving the wider population, for example they could be town centres or district centres that provide a range of services and facilities and that support a mix of retail, leisure, entertainment and cultural activities. Where this is the case, bids should ensure that they include evidence to support this.

We have stated that the Fund is not directed at central business districts of major city centres. We do not expect to receive Expressions of Interest that focus predominantly on the main commercial or retail centres of large major cities. This reflects the fact that the Fund is not designed to fund projects in areas which are not facing challenges that we see elsewhere in the country.

Each bid must take the form of a single transformative submission that covers one town centre only. We value the role of local authorities in prioritising their bids to focus on the town centre(s) in their area that would benefit most from funding. Single bids that cover more than one distinct town centre area are not eligible and will not be considered for funding.

## Scored assessment questions

All eligible bids will be assessed through six scoring questions:

**1.2: Population and links to wider economic area**

**2.1: Challenges**

**2.2: Rationale for selecting town centre area**

**3.1 Town centre vision and ambition for change**

**3.2 Engagement and alignment of vision**

**3.3 Support for town centre vision**

Some criteria have a minimum threshold or ‘pass mark’. Where a bid scores below this threshold for any criterion it shall not be considered for funding. Please refer to the ‘Eligibility’ section of the published Call for Proposals for more information on these eligibility criteria.

A bid will not be considered if the bidding authority leaves any section blank or does not provide enough information for any question. All bids will be moderated following assessment to ensure consistency.

We are aware that local context and the challenges facing each high street/town centre will differ from place-by-place. Therefore, each bidding authority must decide on the type of evidence that they include in their Expression of Interest, and the form that this evidence should take. Examples of the types of evidence that could be provided have been included below and in the application form, but this should be used as a guide only.

The table below sets out more details of how each criterion will be scored and the weighting for each question.

Where data is provided, please state the source. We expect places to use data and statistics from reputable sources.

| Criteria | Factors taken into account | Weighting (%) |
|---|---|---|
| **1.2: Population and links to wider economic area** | Bidding authorities will need to demonstrate that the town centre area covered in their Expression of Interest is an important centre serving the wider population. There is no minimum population threshold for town centre areas, as town centre populations do not account for the wider catchments that town centres and high streets serve. | **10** |

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| | Expressions of interest should include strong evidence detailing how the area in their bid supports extensive economic and social activity, that the area provides a range of services and could be considered an important centre for the wider catchment area.<br>If the Expressions of Interest is from a city region there should be particularly strong evidence that this does not focus predominantly on the main commercial or retail centres of large major cities<br>Supporting evidence could include (but is not limited to):<br>• Resident and workplace population<br>• Travel to work catchment area<br>• Town centre footfall and visitor numbers<br>• Commercial space in town centres<br>• Evidence of retail and cultural activities<br>• Information on the social and historical importance of the town centre area | |
| **2.1: Challenges** | Bidding authorities will need to provide evidence that the town centre area covered in their Expression of Interest is facing the challenges cited in the Future High Streets Fund call for proposals, for example high levels of vacancy in town centres, declining footfall and overall town centre decline.<br>Evidence must be provided showing how these challenges are aligned with the overall objectives of the Future High Streets Fund. In addition, bids must detail how capital investment of the type proposed in the Fund prospectus would address these challenges.<br><br>We recognise that places will be facing a variety of different challenges. Therefore, it is up to bidding authorities to decide on the evidence of challenges that they provide in their bid. Supporting evidence of challenges could include the following:<br>• British Retail Consortium KPIs such as retail sales monitor, retail employment monitor | **30** |

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| | • Town centre vacancy, openings/ closures of commercial units (over time)<br>• Town centre footfall trends and pedestrian flows<br>• Details of town centre transport challenges (for example details of congestion and air quality issues)<br>• Residents/ customer surveys<br>• Details of local housing demand | |
| **2.2: Rationale for selecting town centre area** | Each bid must take the form of a single transformative submission that covers one town centre only.<br>We value the role of local authorities in prioritising their bids to focus on the town centre(s) in their area that would benefit most from funding.<br><br>Bidding Authorities should include a rationale with supporting evidence showing why they have selected the town centre area covered in their Expression of Interest.<br>Bids should demonstrate that local authorities have considered alternative town centre areas in their bid and made an assessment of the pros and cons of bidding for funding for these different areas, including an estimation of the impact of funding in different places. | **5** |
| **3.1: Town centre vision and ambition for change** | Bidding authorities will need to set out their vision for regenerating the town centre area covered in their bid and provide evidence of the level of ambition for change in the authority.<br><br>Expressions of Interest should include evidence of a strong town centre vision which will include evidence to support how this vision will help to address the challenges that have been identified in section 2.1.<br><br>Bids should also demonstrate that the bidding authority has significant ambition for change in the town centre area, is prepared to be innovative and think creatively about how to address the issues in the town centre area and provide evidence of strong local leadership, | **30** |

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| | partnership working and joined up thinking across the local authority do deliver regeneration in their town centre area.<br><br>Bids should also include any detail on capacity arrangements to ensure robust governance and delivery. This includes any detail on a local team that will progress a bid to the timetable set out for the Future High Streets Fund. | |
| **3.2: Engagement and alignment of vision** | Bidding authorities must set out how their town vision (detailed in section 3.1) links to wider strategic plans in their local authority area.<br><br>Expressions of Interest should include strong evidence of alignment between their town centre vision and other funding streams as well as details of how their proposed vision would complement existing and planned work across their local authority and (where applicable) the wider region.<br><br>Where applicable, evidence should be provided of previous partnership working with the private sector, including any details of any co-funding that has been identified. Co-funding could come from a variety of sources, including local authorities, private sector funds, or existing central government funding to a place.<br><br>Bids could make reference to wider strategic plans including (but not limited to) housing, transport, local growth and the Local Industrial Strategies. | **10** |
| **3.3: Support for town centre vision** | Bidding authorities must demonstrate, with evidence, that they have undertaken engagement with all relevant stakeholders in their area. They will also need to demonstrate that their proposal and town centre vision has the support of these stakeholders.<br><br>The range of relevant stakeholders will vary and therefore there is no minimum threshold for or list of stakeholders for whom evidence of support must be provided. Where the success of a proposal and town centre vision is reliant | **15** |

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| | upon the buy-in and cooperation of a stakeholder, evidence of engagement and support must be provided in the Expression of Interest. It is up to each bidding authority to decide which stakeholders to engage with and the form that this engagement should take<br><br>Stakeholders could include (but are not limited to):<br><br>• Mayoral and non-Mayoral Combined Authorities<br>• Local Enterprise Partnerships<br>• Other tiers of local government in the area<br>• Business Improvement Districts<br>• Private sector<br>• Community groups<br><br>Any evidence of funding that has been secured, or a willingness to fund, by the local authority and partners should be included. | |

## For information only assessment question

### 3.4 Estimate of revenue funding needed

This question is not being scored and will not make up part of the overall assessment of Expressions of Interest. It has been included on the application form to help the department estimate the what level of development capacity funding might be needed by places should they be successful in progressing to the next stage of the Fund.

There is no guarantee that local authorities will receive the full amount of revenue they submit as an estimate. Note that we expect the revenue element of the Fund to be over-subscribed and encourage places to make realistic estimates.

This response should explain clearly what the estimate of capacity funding would be used for, and what additional benefit this would bring for the development of the capital project(s).

<u>If a bidding authority has a project that they feel is deliverable in the short term were they to receive capital funding at an early stage, they should indicate this here and provide details to the department in their application.</u>

## Timeline

26 December 2018: Phase 1 opens and Expressions of Interest invited

22 March 2019: deadline for Expressions of Interest

Summer 2019: announcement on places moving to Phase 2 (business case development)

Late 2019: first round of final business cases for Phase 2 to be submitted by local authorities

Spring 2020: all remaining final business cases for Phase 2 to be submitted

Not before 2020: Second round of applications to the Future High Streets Fund opens

## Submission of proposals

Proposals must be received no later than 17.00 on Friday 22 March 2019.

An electronic copy only of the bid including any supporting material should be submitted to highstreetsfund@communities.gov.uk.

Enquiries about the Fund may be directed to highstreetsfund@communities.gov.uk.

# Annex A: Maximum number of bids permitted from authorities

## Methodology

Using ONS 2017 mid-year population estimates[1], the national average population for all eligible authorities in England has been calculated[2]. The 2017 mid-year estimates have been used as they are the most up to date national population figures available for local authorities. More information on the methodology of these figures can be found here.

Authorities with a total population of less than this national average are permitted to submit one expression of interest to the Future High Streets fund.

Authorities with a total population greater than this average are, if they wish, permitted, to submit more than one expressions of interest. The maximum number of bids they are allowed to submit relates to how many times greater their population is relative to the national average. The table below summarises this:

| Authority population relative to England average | Actual authority population | Maximum number of permitted bids |
|---|---|---|
| Under the national average of authorities | Under 170,612 | 1 |
| Between 1 and 2 times the national average of authorities | 170,612 – 341,222 | 2 |
| Between 2 and 3 times the national average of authorities | 341,223 – 511,834 | 3 |
| Between 3 and 4 times the national average of authorities | 511,835 – 682,446 | 4 |
| Between 4 and 5 times the national average of authorities | 682,447 – 853,058 | 5 |
| Between 5 and 6 times the national average of authorities | 853,059 – 1,023,670 | 6 |
| Over 6 times the national average of authorities | Over 1,023,670 | 7 |

[1] Office for National Statistics (2018), Estimates of the Population for the UK, England and Wales, Scotland and Northern Ireland: https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationestimatesforukenglandandwalesscotlandandnorthernireland

[2] Including Isles of Scilly and City of London

# Maximum number expressions of interest permitted

The table below sets out the total maximum number of bids that each eligible local authority in England is permitted to submit to the Future High Streets Fund.

| Local Authority | 2017 Mid-year population | Maximum number of bids permitted |
|---|---|---|
| Adur | 63,721 | 1 |
| Allerdale | 97,213 | 1 |
| Amber Valley | 125,898 | 1 |
| Arun | 158,657 | 1 |
| Ashfield | 126,164 | 1 |
| Ashford | 127,527 | 1 |
| Aylesbury Vale | 196,020 | 2 |
| Babergh | 90,794 | 1 |
| Barking and Dagenham | 210,711 | 2 |
| Barnet | 387,803 | 3 |
| Barnsley | 243,341 | 2 |
| Barrow-in-Furness | 67,099 | 1 |
| Basildon | 184,479 | 2 |
| Basingstoke and Deane | 175,337 | 2 |
| Bassetlaw | 116,304 | 1 |
| Bath and North East Somerset | 188,678 | 2 |
| Bedford | 169,912 | 1 |
| Bexley | 246,124 | 2 |
| Birmingham | 1,137,123 | 7 |
| Blaby | 98,977 | 1 |
| Blackburn with Darwen | 148,772 | 1 |
| Blackpool | 139,870 | 1 |
| Bolsover | 79,098 | 1 |
| Bolton | 284,813 | 2 |
| Boston | 68,488 | 1 |
| Bournemouth | 194,752 | 2 |
| Bracknell Forest | 120,377 | 1 |
| Bradford | 534,800 | 4 |
| Braintree | 151,677 | 1 |
| Breckland | 138,602 | 1 |
| Brent | 329,102 | 2 |
| Brentwood | 76,575 | 1 |
| Brighton and Hove | 288,155 | 2 |
| Bristol, City of | 459,252 | 3 |
| Broadland | 128,535 | 1 |
| Bromley | 329,391 | 2 |
| Bromsgrove | 97,594 | 1 |
| Broxbourne | 96,762 | 1 |
| Broxtowe | 112,718 | 1 |
| Burnley | 87,705 | 1 |

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|---|---|---|
| Bury | 189,628 | 2 |
| Calderdale | 209,454 | 2 |
| Cambridge | 124,919 | 1 |
| Camden | 253,361 | 2 |
| Cannock Chase | 99,126 | 1 |
| Canterbury | 164,100 | 1 |
| Carlisle | 108,274 | 1 |
| Castle Point | 89,814 | 1 |
| Central Bedfordshire | 280,030 | 2 |
| Charnwood | 180,387 | 2 |
| Chelmsford | 176,194 | 2 |
| Cheltenham | 117,128 | 1 |
| Cherwell | 147,602 | 1 |
| Cheshire East | 378,846 | 3 |
| Cheshire West and Chester | 337,986 | 2 |
| Chesterfield | 104,579 | 1 |
| Chichester | 120,192 | 1 |
| Chiltern | 95,355 | 1 |
| Chorley | 115,772 | 1 |
| Christchurch | 49,616 | 1 |
| City of London | 7,654 | 1 |
| Colchester | 190,098 | 2 |
| Copeland | 68,689 | 1 |
| Corby | 69,540 | 1 |
| Cornwall | 561,349 | 4 |
| Cotswold | 87,509 | 1 |
| County Durham | 523,662 | 4 |
| Coventry | 360,149 | 3 |
| Craven | 56,604 | 1 |
| Crawley | 111,664 | 1 |
| Croydon | 384,837 | 3 |
| Dacorum | 153,316 | 1 |
| Darlington | 106,347 | 1 |
| Dartford | 107,516 | 1 |
| Daventry | 82,638 | 1 |
| Derby | 257,034 | 2 |
| Derbyshire Dales | 71,849 | 1 |
| Doncaster | 308,940 | 2 |
| Dover | 115,803 | 1 |
| Dudley | 319,419 | 2 |
| Ealing | 342,736 | 3 |
| East Cambridgeshire | 88,858 | 1 |
| East Devon | 142,265 | 1 |
| East Dorset | 89,384 | 1 |
| East Hampshire | 119,392 | 1 |
| East Hertfordshire | 147,080 | 1 |

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|---|---|---|
| East Lindsey | 139,718 | 1 |
| East Northamptonshire | 93,135 | 1 |
| East Riding of Yorkshire | 338,061 | 2 |
| East Staffordshire | 117,552 | 1 |
| Eastbourne | 103,251 | 1 |
| Eastleigh | 130,498 | 1 |
| Eden | 52,779 | 1 |
| Elmbridge | 136,379 | 1 |
| Enfield | 332,705 | 2 |
| Epping Forest | 130,576 | 1 |
| Epsom and Ewell | 79,451 | 1 |
| Erewash | 115,314 | 1 |
| Exeter | 128,916 | 1 |
| Fareham | 116,219 | 1 |
| Fenland | 100,776 | 1 |
| Forest Heath | 65,523 | 1 |
| Forest of Dean | 85,957 | 1 |
| Fylde | 78,863 | 1 |
| Gateshead | 202,419 | 2 |
| Gedling | 117,128 | 1 |
| Gloucester | 129,083 | 1 |
| Gosport | 85,509 | 1 |
| Gravesham | 106,121 | 1 |
| Great Yarmouth | 99,417 | 1 |
| Greenwich | 282,849 | 2 |
| Guildford | 147,777 | 1 |
| Hackney | 275,929 | 2 |
| Halton | 127,595 | 1 |
| Hambleton | 90,718 | 1 |
| Hammersmith and Fulham | 182,998 | 2 |
| Harborough | 91,461 | 1 |
| Haringey | 271,224 | 2 |
| Harlow | 86,191 | 1 |
| Harrogate | 160,044 | 1 |
| Harrow | 248,880 | 2 |
| Hart | 95,465 | 1 |
| Hartlepool | 93,019 | 1 |
| Hastings | 92,813 | 1 |
| Havant | 125,065 | 1 |
| Havering | 256,039 | 2 |
| Herefordshire, County of | 191,041 | 2 |
| Hertsmere | 104,031 | 1 |
| High Peak | 92,063 | 1 |
| Hillingdon | 302,343 | 2 |
| Hinckley and Bosworth | 111,370 | 1 |
| Horsham | 140,142 | 1 |

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|---|---|---|
| Hounslow | 269,100 | 2 |
| Huntingdonshire | 176,979 | 2 |
| Hyndburn | 80,410 | 1 |
| Ipswich | 138,480 | 1 |
| Isle of Wight | 140,984 | 1 |
| Isles of Scilly | 2,259 | 1 |
| Islington | 235,000 | 2 |
| Kensington and Chelsea | 155,741 | 1 |
| Kettering | 100,252 | 1 |
| King's Lynn and West Norfolk | 151,945 | 1 |
| Kingston upon Hull, City of | 260,673 | 2 |
| Kingston upon Thames | 174,609 | 2 |
| Kirklees | 437,145 | 3 |
| Knowsley | 148,560 | 1 |
| Lambeth | 324,048 | 2 |
| Lancaster | 142,487 | 1 |
| Leeds | 784,846 | 5 |
| Leicester | 353,540 | 3 |
| Lewes | 102,257 | 1 |
| Lewisham | 301,307 | 2 |
| Lichfield | 103,507 | 1 |
| Lincoln | 98,438 | 1 |
| Liverpool | 491,549 | 3 |
| Luton | 214,658 | 2 |
| Maidstone | 167,730 | 1 |
| Maldon | 63,975 | 1 |
| Malvern Hills | 77,165 | 1 |
| Manchester | 545,501 | 4 |
| Mansfield | 108,576 | 1 |
| Medway | 277,616 | 2 |
| Melton | 50,873 | 1 |
| Mendip | 113,513 | 1 |
| Merton | 206,052 | 2 |
| Mid Devon | 80,623 | 1 |
| Mid Suffolk | 101,543 | 1 |
| Mid Sussex | 148,345 | 1 |
| Middlesbrough | 140,639 | 1 |
| Milton Keynes | 267,521 | 2 |
| Mole Valley | 87,128 | 1 |
| New Forest | 179,590 | 2 |
| Newark and Sherwood | 120,965 | 1 |
| Newcastle upon Tyne | 295,842 | 2 |
| Newcastle-under-Lyme | 128,963 | 1 |
| Newham | 347,996 | 3 |
| North Devon | 95,440 | 1 |
| North Dorset | 71,096 | 1 |

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|---|---|---|
| North East Derbyshire | 100,780 | 1 |
| North East Lincolnshire | 159,826 | 1 |
| North Hertfordshire | 133,321 | 1 |
| North Kesteven | 115,230 | 1 |
| North Lincolnshire | 171,294 | 2 |
| North Norfolk | 104,067 | 1 |
| North Somerset | 212,834 | 2 |
| North Tyneside | 204,473 | 2 |
| North Warwickshire | 64,069 | 1 |
| North West Leicestershire | 100,109 | 1 |
| Northampton | 225,656 | 2 |
| Northumberland | 319,030 | 2 |
| Norwich | 140,353 | 1 |
| Nottingham | 329,209 | 2 |
| Nuneaton and Bedworth | 128,659 | 1 |
| Oadby and Wigston | 57,035 | 1 |
| Oldham | 233,759 | 2 |
| Oxford | 154,582 | 1 |
| Pendle | 90,696 | 1 |
| Peterborough | 198,914 | 2 |
| Plymouth | 263,070 | 2 |
| Poole | 151,270 | 1 |
| Portsmouth | 214,718 | 2 |
| Preston | 141,346 | 1 |
| Purbeck | 46,756 | 1 |
| Reading | 163,075 | 1 |
| Redbridge | 301,785 | 2 |
| Redcar and Cleveland | 136,005 | 1 |
| Redditch | 85,204 | 1 |
| Reigate and Banstead | 146,383 | 1 |
| Ribble Valley | 59,504 | 1 |
| Richmond upon Thames | 195,680 | 2 |
| Richmondshire | 53,699 | 1 |
| Rochdale | 218,459 | 2 |
| Rochford | 86,209 | 1 |
| Rossendale | 70,365 | 1 |
| Rother | 94,997 | 1 |
| Rotherham | 263,375 | 2 |
| Rugby | 106,350 | 1 |
| Runnymede | 86,882 | 1 |
| Rushcliffe | 115,996 | 1 |
| Rushmoor | 95,817 | 1 |
| Rutland | 39,474 | 1 |
| Ryedale | 54,311 | 1 |
| Salford | 251,332 | 2 |
| Sandwell | 325,460 | 2 |

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|---|---|---|
| Scarborough | 108,370 | 1 |
| Sedgemoor | 122,178 | 1 |
| Sefton | 274,589 | 2 |
| Selby | 87,887 | 1 |
| Sevenoaks | 119,429 | 1 |
| Sheffield | 577,789 | 4 |
| Shepway | 111,427 | 1 |
| Shropshire | 317,459 | 2 |
| Slough | 148,768 | 1 |
| Solihull | 213,933 | 2 |
| South Bucks | 69,785 | 1 |
| South Cambridgeshire | 156,705 | 1 |
| South Derbyshire | 102,385 | 1 |
| South Gloucestershire | 279,027 | 2 |
| South Hams | 85,340 | 1 |
| South Holland | 93,295 | 1 |
| South Kesteven | 141,662 | 1 |
| South Lakeland | 104,321 | 1 |
| South Norfolk | 135,471 | 1 |
| South Northamptonshire | 91,074 | 1 |
| South Oxfordshire | 139,767 | 1 |
| South Ribble | 110,400 | 1 |
| South Somerset | 167,216 | 1 |
| South Staffordshire | 111,890 | 1 |
| South Tyneside | 149,555 | 1 |
| Southampton | 252,359 | 2 |
| Southend-on-Sea | 181,808 | 2 |
| Southwark | 314,232 | 2 |
| Spelthorne | 99,120 | 1 |
| St Albans | 147,095 | 1 |
| St Edmundsbury | 113,725 | 1 |
| St. Helens | 179,331 | 2 |
| Stafford | 134,764 | 1 |
| Staffordshire Moorlands | 98,496 | 1 |
| Stevenage | 87,739 | 1 |
| Stockport | 291,045 | 2 |
| Stockton-on-Tees | 196,487 | 2 |
| Stoke-on-Trent | 255,378 | 2 |
| Stratford-on-Avon | 125,202 | 1 |
| Stroud | 118,130 | 1 |
| Suffolk Coastal | 129,016 | 1 |
| Sunderland | 277,249 | 2 |
| Surrey Heath | 88,765 | 1 |
| Sutton | 203,243 | 2 |
| Swale | 146,694 | 1 |
| Swindon | 220,363 | 2 |

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|---|---|---|
| Tameside | 224,119 | 2 |
| Tamworth | 76,527 | 1 |
| Tandridge | 87,297 | 1 |
| Taunton Deane | 117,423 | 1 |
| Teignbridge | 131,437 | 1 |
| Telford and Wrekin | 175,768 | 2 |
| Tendring | 144,705 | 1 |
| Test Valley | 123,957 | 1 |
| Tewkesbury | 90,332 | 1 |
| Thanet | 141,337 | 1 |
| Three Rivers | 92,641 | 1 |
| Thurrock | 170,394 | 1 |
| Tonbridge and Malling | 128,891 | 1 |
| Torbay | 135,247 | 1 |
| Torridge | 67,821 | 1 |
| Tower Hamlets | 307,964 | 2 |
| Trafford | 235,493 | 2 |
| Tunbridge Wells | 118,061 | 1 |
| Uttlesford | 87,684 | 1 |
| Vale of White Horse | 131,227 | 1 |
| Wakefield | 340,790 | 2 |
| Walsall | 281,293 | 2 |
| Waltham Forest | 275,505 | 2 |
| Wandsworth | 323,257 | 2 |
| Warrington | 209,704 | 2 |
| Warwick | 140,282 | 1 |
| Watford | 96,675 | 1 |
| Waveney | 117,897 | 1 |
| Waverley | 125,010 | 1 |
| Wealden | 158,941 | 1 |
| Wellingborough | 78,914 | 1 |
| Welwyn Hatfield | 122,274 | 1 |
| West Berkshire | 158,473 | 1 |
| West Devon | 55,329 | 1 |
| West Dorset | 102,064 | 1 |
| West Lancashire | 113,881 | 1 |
| West Lindsey | 94,340 | 1 |
| West Oxfordshire | 109,266 | 1 |
| West Somerset | 34,865 | 1 |
| Westminster | 244,796 | 2 |
| Weymouth and Portland | 65,751 | 1 |
| Wigan | 324,650 | 2 |
| Wiltshire | 496,043 | 3 |
| Winchester | 123,879 | 1 |
| Windsor and Maidenhead | 150,140 | 1 |
| Wirral | 322,796 | 2 |

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|---|---|---|
| Woking | 101,129 | 1 |
| Wokingham | 164,980 | 1 |
| Wolverhampton | 259,926 | 2 |
| Worcester | 102,314 | 1 |
| Worthing | 109,632 | 1 |
| Wychavon | 125,378 | 1 |
| Wycombe | 174,758 | 2 |
| Wyre | 110,426 | 1 |
| Wyre Forest | 100,715 | 1 |
| York | 208,163 | 2 |

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| Title | District Centres Subgroup |
| Membership 2018-2019 | Councillors Connolly, Hughes, Kirkpatrick, Madeleine Monaghan and Shilton Godwin (Chair) |
| Lead Executive Member | Councillor Richards |
| Strategic Director | Eddie Smith, Strategic Director, Development |
| Lead Officers | Eddie Smith, Strategic Director, Development<br>Richard Elliott, Head of Policy, Partnerships and Research<br>Angela Harrington, Head of Work and Skills |
| Contact Officer | Rachel McKeon, Scrutiny Support Officer |
| Objectives | 1. To develop a vision and strategy for the management of a network of centres that is forward-looking, allowing vital and viable centres to emerge, develop, improve and transform, and to manage change so that centre provision reflects demand over the next 20 years. To map underserved communities – areas of the city where people do not currently have access to functional centres and to develop a methodology for forecasting the future demand and location of new centres<br>2. To develop guidance, describing how centres of various sizes can emerge, develop and improve/transform<br>3. To improve performance and build place management capacity in 4 existing centres (Chorlton, Northenden, Harpurhey and Gorton)<br>4. To establish activity (footfall) as a key performance indicator for planning and management. To scrutinise footfall analysis of 10 centres (Chorlton, Northenden, Harpurhey, Gorton, Victoria Avenue, Rusholme, Cheetham Hill, Levenshulme, Fallowfield, Withington)<br>5. Recommend 4 policy pilots to test out more transformative approaches to centre development and improvement. What can Manchester City Council do to most effectively enhance a centre's performance? |
| Key Lines of Enquiry | 1. To apply learnings from the Institute of Place Management's High Street UK 2020 project, identifying key actions that Councils can lead to support centres.<br>2. To analyse current centre performance to ensure that policy can take account of specific centre characteristics.<br>3. To review development, growth and investment proposals across the city to inform future priorities for centre policy.<br>4. To map the Council policies which impact on district centres. |
| Operation | This subgroup will report its findings to the Economy Scrutiny Committee by submitting minutes to the Committee. The Committee will be asked to endorse any recommendations from the Subgroup. |
| Access to Information | Meetings of the Subgroup will be open to members of the media and public except where information that is confidential or exempt from publication is being considered. |

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| | Papers for the Subgroup will be made available to members of the media and public on the Council's website and in the Rates Hall of the Town Hall Extension except where information which is confidential or exempt from publication is being considered. |
| Schedule of Meetings | 6 March 2019 |
| Commissioned | January 2016 |

**Economy Scrutiny Committee – District Centres Subgroup**
**Work Programme – March 2019**

| **Wednesday 6 March 2019 at 5.30 pm (Report deadline Monday 25 February 2019)** | | | | |
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| **Item** | **Purpose** | **Lead Executive Member** | **Lead Officer** | **Comments** |
| Place Management Pilots Report | To consider the Place Management Pilot reports for Harpurhey. | Councillor Richards | Eddie Smith/Richard Elliott/Institute of Place Management | Invite Harpurhey ward councillors |
| Future High Streets Fund and Phase One Bid for Withington District Centre | To receive information on the planned process for developing proposals for future rounds of the Future High Streets Fund and to inform Members of the process for developing the Withington submission. | Councillor Richards | Eddie Smith/Richard Elliott | Invite Old Moat and Withington ward councillors |
| Review/Reflect | To consider the outputs from the work with the Institute of Place Management and develop interim policy directions. | Councillor Richards | Eddie Smith/Richard Elliott/Institute of Place Management | |
| Terms of Reference and Work Programme | To review and agree the Subgroup's terms of reference and work programme, and consider any changes or additions that are necessary. | | Rachel McKeon | |

| **Items To Be Scheduled** | | | | |
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| **Item** | **Purpose** | **Lead Executive Member** | **Lead Officer** | **Comments** |
| Under-served Communities | To consider the issue of under-served communities, taking into account new housing development across the city. | Councillor Richards | Eddie Smith/Richard Elliott/Institute of Place Management | |

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