

Report of the Director of City Development

Report to Executive Board

Date: 21 March 2018

Subject: The Local Centres Programme (First Call)

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): ALL	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. Town and local centres across Leeds play a crucial role in supporting places and communities to respond to economic change. The council's draft Inclusive Growth Strategy recognises their importance as economic, social and service hubs and the need to continue to deliver improvements that promote enterprise and connect people to jobs and opportunities within them. Targeting improvements to local centres would assist in delivering the Best Council Plan ambition of promoting sustainable and inclusive economic growth.
2. There have been significant strides in recent years to develop and improve the vitality and viability of local centres – people are passionate about their local centres and high streets and a number of recent initiatives have provided a platform to turn that passion into action. The Portas Pilots initiative, the establishment of several Townscape Heritage Initiatives and Business Improvement Districts together with the Town and District Centres Improvement Programme have all used this local activism, alongside public funding and leveraged private funds to deliver improvements that will support the sustainability of local centres.
3. However, many local centres still need to adapt and change to accommodate the challenges of internet shopping, the demand for more leisure activities, out of town shopping centres and edge of centre supermarkets and the disappearance of many day to day services and amenities from the high street. As a result in November 2017 Executive Board agreed to introduce a Council-funded programme of support and interventions to

increase the vitality and viability of local and neighbourhood centres through the development of a ward based bidding process supported by Council services and local agencies. The Local Centres Programme (LCP) was launched on 9th December 2017 and sought bids for the first tranche of schemes meeting the qualifying criteria by 23rd February 2018.

4. A total of 54 project ideas have been received through an Expression of Interest (EOI) process offered to all 33 wards across the district. During the call period officers, members, third sector agencies and businesses have worked together to produce the EOIs. The EOI's have now been evaluated using the criteria agreed by Executive Board in November 2017.
5. This report asks members to agree in principle the first tranche of projects for investment of £1.47m under the LCP as set out at Appendix 1 and to agree arrangements for future calls for further projects.

Recommendation

6. Executive Board is recommended to note the report and:
 - (i) Agree in principle the first tranche of Local Centres Programme schemes as set out at paras 3.2 – 3.5 and Appendix 1 and authorise the Director of City Development, in liaison with the Executive Member (Regeneration, Transport and Planning), to approve detailed business cases for their implementation as these come forward.
 - (ii) Agree that a second call for projects will be issued and delegate authority to the Director of City Development to agree the precise timing of this in liaison with the Executive Member (Regeneration, Transport and Planning).
 - (iii) Agree that further calls for projects may be issued by the Director of City Development subject to the continued availability of funding within the Local Centres programme.
 - (iv) Note that the Executive Manager (Town Centres, Heritage & Buildings) will be responsible for implementation of the Local Centres Programme.

1 Purpose of this report

- 1.1 On 15th November Executive Board agreed to establish a £5m capital fund to improve town and district centres across the city. This paper sets out the project ideas submitted as part of a first call for bids and recommends support to a number of schemes emerging from the Local Centres Programme (LCP) for consideration. The report also seeks confirmation of the timeline for a second call for bids to begin in February 2019.

2 Background information

- 2.1 The city's town, neighbourhood and local centres are distinct and valuable places recognised by the people who live there and the businesses and organisations that serve them. These centres provide the basis for a wide range of activities, shopping facilities, local community networks, public services, employment and the opportunity to participate in activities that reduce isolation and enhance cohesion. Extensive research has highlighted the need to support these centres as a means of tackling inequality and furthering well-being. Local centres can also provide opportunities for enterprise by providing accessible space for new businesses to start and grow.

- 2.2 The role of local authorities is also vital as Council owned premises in local centres including community, housing, retail and cultural services promote cohesion and additional vitality. Public and community buildings acts as hubs for service delivery across many sectors and improve efficiency and enable cost savings. Public realm and highway improvements can prompt private investment which multiplies the original public funding, helping to improve viability, enterprise and confidence within these communities.

- 2.3 The Council's Draft Inclusive Growth Strategy includes the commitment to make the economy work for everyone and one of 12 big ideas is the need to support places and communities to respond to economic change. The realisation of this aspect of the Inclusive Growth Strategy is guided by five key interventions all of which could be linked into and fostered by the Local Centres Programme, namely:

- Targeting investment and intervention to tackle poverty in priority neighbourhoods;
- Improving housing and quality of place in priority neighbourhoods;
- Building more homes;
- Transforming the role of town centres as economic and service hubs; and
- Making assets work to support growth and communities.

- 2.4 The Inclusive Growth Strategy also recognises that in spite of the economic success of the city centre and decades of targeted capital based regeneration in local neighbourhoods there remain problems arising from income inequality. As such some local centres have struggled to maintain their relevance given the multiple pressures of internet shopping, out of town superstores and the concentration of some services such as banks within larger centres.

3 Main issues

- 3.1 On 9 December 2017 a call for proposals to address local opportunities – identified by members, front line services and partners – was opened to meet the following aims of the Local Centres Programme (LCP):

- Engaging local businesses and communities to create viable local centres that are accessible, safe, resilient and fit for the 21st century;
- Providing employment opportunities and the re-use of vacant spaces, especially traditional buildings;
- Encouraging innovation in the use of buildings and spaces to encourage appropriate commercial uses including digital inclusion and business support;
- Introducing physical improvements that support access to jobs and housing and which create a local environment that directly promotes well-being and more resilient communities;
- Helping create local capacity to ensure the sustainability of the interventions, including efforts to promote marketing, quality promotions and events, even to seed new BIDs, where justified; and
- Helping to understand, monitor and plan for the future needs of town centres.

Decisions

- 3.2 The call period closed on 23rd February 2018 and 54 project ideas were received. The submissions ranged from fully costed EOIs, to project ideas submitted to test eligibility in advance of submission to a second call for projects later in the year as indicated in the November 2017 Executive Board report.
- 3.3 Successful bids were required to demonstrate additionality and sustainability as the LCP will only support projects that cannot be funded from other sources and can only provide capital funding. Where appropriate projects will need to demonstrate that ongoing maintenance can be funded from identified and agreed sources of revenue. The maximum capital funding available per ward within the LCP is £150k. Match funding was not essential for schemes proposed on public property, albeit that its availability would have a beneficial impact on scoring, as would a location within one of the Council's Neighbourhood Priority Areas. Bids also had to be located within local centres as defined by the Local Development Framework (LDF) and other identified neighbourhood shopping parades.
- 3.4 The bids were assessed using the criteria previously agreed by Executive Board. Some have scored well and are ready to proceed to the next stage, as set out at Appendix 1. Executive Board is asked to agree these in principle and delegate approval of the details of these schemes to the Director of City Development, in liaison with the Executive Member (Regeneration, Transport and Planning). These projects, subject to a robust and more detailed business case and scheme design, will proceed to implementation at a date to be determined on a case by case basis. For these schemes some initial funding may also be released to assist with project development and design, which will particularly enable the project costs to be better defined and therefore the extent to which the anticipated benefits and outcomes will be achieved. However, at this stage it should be noted that there is still some work to be done to refine costs which won't be confirmed until each scheme has a full design and cost report. Where scheme costs change as a result of this further work, it is proposed that the Director has delegation to approve final funding details up to the financial limit set out per ward in the LCP.
- 3.5 These 12 initial projects have a total funding ask of £1.47m from the LCP and would lever in match funding of £1.66m from other Council programmes and the private sector. They can be broken down into the following categories, with a majority representing

infrastructure investment, reflecting the need to improve access and connectivity within many centres.

Scheme Type	Number of Schemes
Infrastructure – Complementary highways and pedestrian safety improvement schemes	6
Business – High street façade improvements and vacant space reuse (max award 80% if private)	2
Public Realm – Improvements to support additional vitality and viability within local centres.	5
Innovation & Sustainability – Adapting the High Street for 21 st century challenges	2

- 3.6 Some scheme ideas were submitted in part to begin a dialogue about eligibility or have been developed as one of several options within wards. These are not yet in a position to be fully assessed and / or did not yet score sufficiently to be regarded as schemes for initial delivery in this first round. It is recommended that further development work takes place with the support of officers in order to get these into a position to be resubmitted for the second call or to generate alternative proposals for local centres in those wards should initial schemes not proceed.
- 3.7 The commitment of capital funding to individual projects will only be undertaken after business case appraisal, cost analysis and design freeze, with financial approvals processed in accordance with the Director of City Development’s existing delegated powers.

Second Call

- 3.8 The 15th November 2017 Local Centres Programme Executive Board report noted that there would be a second round of bids commencing in February 2019. Wards which have previously been awarded £150k would not be eligible to bid for the second call. Those wards given less than this amount would be limited to a maximum of £150k across all rounds of the LCP. It is anticipated that the second call would take place in the autumn of 2018 and recommended that the exact timing of this is delegated to the Director of City Development in liaison with the Executive Member for Regeneration, Transport and Planning.
- 3.9 Subject to the progression of projects in the first and second calls, it may be appropriate to make further calls for projects, where funding remains in the programme and project ideas continue to be generated from wards where investment has not yet been allocated. This will be considered as the LCP evolves and it is recommended that authority is delegated to the Director of City Development to issue further calls as may be appropriate on this basis.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The Executive Member (Regeneration, Transport and Planning) and the Chief Officer of Communities have been consulted.
- 4.1.2 Consultation with Ward Members and a range of local stakeholders took place during the call period and will be ongoing during the project development phase and in advance of the second call for projects.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 Giving due regard to equality, each proposal will undertake its own screening as it is developed (see Appendix 2).

4.3 Council policies and Best Council Plan

- 4.3.1 The project will support the Best Council Plan 2017-18 objectives to **promote sustainable and inclusive economic growth**. It will do this by providing grant aid and development expertise to help address market failure and issues that are challenging the performance of some local centres. Without this intervention it is possible that some centres will decline, losing opportunities to create a distinctive independent commercial offer in the city's localities to complement existing city centre businesses.

4.4 Resources and value for money

- 4.4.1 The Local Centres Programme is funded to the value of £5m in the Capital Programme through which the schemes identified for approval in this report will be financed. Where projects are proposed for shopping parades within Council housing estate areas the interventions will be funded through the Housing Revenue Account (HRA). The Director of Resources and Housing has confirmed availability of this funding within the existing HRA capital programme.
- 4.4.2 The LCP has the potential to add value to existing local initiatives and to support priorities agreed by local people and businesses. There are no direct revenue effects envisaged by the project that cannot be accommodated within existing budgets. The release of any funding will be actioned through the Council's Design and Cost Report process under the delegated powers of the Director of City Development. The Programme Board overseeing the development of the LCP will include a financial manager and project staff with considerable capital project experience.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 Pursuant to Section 1 of the Localism Act 2011 which allows local authorities to "do that which individuals generally may do", unless explicitly prohibited elsewhere in law the Council has powers to undertake works on its own land and some departments such as Highways have powers to undertake works on private land. Other powers for works on land not within our ownership are also available but these, along with any State Aid implications, will be assessed once the bidding process has concluded.
- 4.5.2 The report is eligible for call-in.

4.6 Risk Management

- 4.6.1 Project management and governance will be based on the Council's PM Lite methodology with area based project teams and a Programme Board providing management oversight for the LCP as a whole. Monitoring reports will be presented regularly to the Executive Member for Regeneration, Transport and Planning, in addition to the relevant Community Committee and / or Neighbourhood Priority Board.
- 4.6.2 A separate programme risk log has been prepared and is regularly updated. Each project supported will also have a risk management plan monitored by the project manager / team and overseen by the project board.
- 4.6.3 Economy - New shopping patterns are changing the way that local and neighbourhood centres function. Without support there is a risk that some will fail, removing services from vulnerable communities and undermining local businesses.
- 4.6.4 Design & Cost - Design risks will be managed by producing fully costed plans before capital is committed and ensuring that projects have contingency built in to deal with unforeseen circumstances.
- 4.6.5 Resources - With a maximum grant of £150k there is the potential for a large number of projects to emerge all of which require project and programme management. This activity is resource intensive and the programme may need to phase the implementation and selection of schemes. The approach to issuing calls for projects in a phased way is a reflection of this need to to effectively manage projects and assure quality using limited available staff resources.

5 Conclusions

- 5.1 The bids seeking approval in this report are designed to enhance the vitality and viability of local and neighbourhood centres. There is a significant amount of work to do to convert these into deliverable projects, but an encouraging start has been made. The Expressions of Interest developed so far involve a wide range of interventions and partnerships reflecting the fact that there is no 'one size fits all' formula to supporting local centres. Each of the projects supported in the first round will now proceed according to its own requirements towards a business plan for consideration by the Director of City Development . Further work will take place to develop and assess other proposals received to enable their consideration in further calls for projects and subsequent consideration by Executive Board at a future meeting.

6 Recommendation

Executive Board is recommended to note the report and:

- (i) Agree in principle the first tranche of Local Centres Programme schemes as set out at paras 3.2 – 3.5 and Appendix 1 and authorise the Director of City Development, in liaison with the Executive Member (Regeneration, Transport and Planning), to approve detailed business cases for their implementation as these come forward.

- (ii) Agree that a second call for projects will be issued and delegate authority to the Director of City Development to agree the precise timing of this in liaison with the Executive Member (Regeneration, Transport and Planning).
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- (iv) Note that the Executive Manager (Town Centres, Heritage & Buildings) will be responsible for implementation of the Local Centres Programme.

7 Background documents¹

7.1 None.

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

APPENDIX 1 - First Round LCP Schemes for Approval in Principle

	Scheme name and description	LCP £'000	Other £'000	Ward	Theme	Appraisal Summary
1	Chapel Allerton, Willow Tree island: Highways rationalisation with landscape and additional parking.	105	0	Chapel Allerton	Infrastructure	The scheme has the potential to make a major improvement to Chapel Allerton Local Centre and complements adjoining proposed highway works funded by developer.
2	Seacroft, Shopping Parades Public realm improvement around Council-owned shopping parades at Boggart Hill Drive and Ramshead Hill to enhance attractiveness and functionality.	125	0	Killingbeck & Seacroft	Public realm	The scheme will address longstanding issues and create a significant environmental uplift in the parades. LCP to be supplemented with funding from Housing Revenue Account.
3	Meanwood local centre: Public realm and highways improvement project.	300	900	Moortown & Weetwood	Infrastructure	This is a large scheme funded from various sources including LCP, highways and s106 developer contributions. Councillors from Moortown and Weetwood wards have agreed this as a shared priority.
4	East End Park, Ivy Mount: Rationalisation of retail offer through de-conversion of some units into residential accommodation. Façade and public realm improvements to the remaining shops.	150	20	Burmantofts & Richmond	Business	Scheme will address the attractiveness and viability of shopping parade that has been in decline for some time.

	Scheme name and description	LCP £'000	Other £'000	Ward	Theme	Appraisal Summary
5	Harehills Shopping Corridors: highways and public realm upgrades to busy shopping areas.	150	675	Gipton & Harehills	Infrastructure	Scheme will add value to highways works by introducing greenery into the built environment creating extensive areas of landscaping and improving specification of materials to improve attractiveness to shoppers and residents.
6	New Wortley Gateway: Green space and public realm improvements to corner of Green Lane and Tong Road.	76	0	Armley	Public realm	Scheme identified as part of neighbourhood planning pilot and will create an improved gateway to New Wortley. Closely related to New Wortley Neighbourhood Priority Area. LCP to be supplemented with funding from Housing Revenue Account.
7	Rodley Town Street: Upgrade and enhance the local centre through improved on-street parking, rationalising bus stops and new pedestrian facilities	150	0	Calverley & Farsley	Infrastructure	Scheme will improve the public realm and support vitality of the local centre.
8	Hyde Park & Woodhouse, Charing Cross Centre: Improved pedestrian access and public realm improvements.	100	0	Hyde Park & Woodhouse	Public realm	The scheme will address longstanding issues and create a significant environmental uplift in the parade. LCP to be supplemented with funding from Housing Revenue Account.
9	Holbeck Shopfront Renovation: Up to 19 shops will be improved with new signage, new windows and shutters etc.	108	27	Beeston & Holbeck	Business	Strong support amongst property owners for façade improvements grants scheme, with 20% match funding to be secured for implementation. Closely related to Holbeck Neighbourhood Priority Area.

	Scheme name and description	LCP £'000	Other £'000	Ward	Theme	Appraisal Summary
10	Crossgates District Centre: Promotional lamp-post banners, floral displays and improvements to the Outer Road roundabout to create attractive gateway to centre.	75	0	Crossgates & Whinmoor	Public realm	Scheme will create strong environmental uplift and assist with gateway and promotion for the District Centre.
11	Garforth, Main Street/ Barrowby Lane junction: New pay and display car park to meet the demand from shoppers and traders.	55	0	Garforth & Swillington	Infrastructure	Creation of a public car park on disused land at the top of Garforth Main Street, will involve agreement with land owner for terms of use and operation. Wide local support.
12	Morley Digital High Street & Artspace: Installation of a digital screen and creation of an art space outside the Town Hall	82.5	45	Morley South and Morley North	Innovation & Sustainability	A location for the screen has yet to be decided though Councillors from Morley North and South wards have agreed this as a shared priority. Equipment will be updated and maintained by Morley Town Council. Groundwork Trust to be engaged in developing the art space.
	FUNDING	1476.5	1667			

APPENDIX 2: Equality, Diversity, Cohesion and Integration Screening



As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: City Development	Service area: Regeneration
Lead person: Franklin Riley	Contact number: 0113 37 87708

<p>1. Title: Local Centres Programme</p> <p>Is this a:</p> <p> <input type="checkbox"/> Strategy / Policy <input checked="" type="checkbox"/> Service / Function <input type="checkbox"/> Other </p> <p>If other, please specify</p>

<p>2. Please provide a brief description of what you are screening</p> <p>The Local Centres Programme will provide primarily capital interventions to support projects designed to revitalise local and neighbourhood centres and make them fit for the 21st century.</p>

<p>3. Relevance to equality, diversity, cohesion and integration</p> <p>All the Council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.</p> <p>The following questions will help you to identify how relevant your proposals are.</p> <p>When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant</p>

characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).		
Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?		✓
Have there been or likely to be any public concerns about the policy or proposal?		✓
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		✓
Could the proposal affect our workforce or employment practices?		✓
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations 		✓

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

<p>4. Considering the impact on equality, diversity, cohesion and integration</p>
<p>If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.</p> <p>Please provide specific details for all three areas below (use the prompts for guidance).</p> <ul style="list-style-type: none"> • How have you considered equality, diversity, cohesion and integration? (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected. <p>At present the project ideas are at expression of interest stage. As they are developed each project will undergo its own equality screening.</p> <ul style="list-style-type: none"> • Key findings (think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

<p>Opportunities</p> <p>At present the project ideas are at expression of interest stage. As they are developed each project will undergo its own equality screening.</p>
<ul style="list-style-type: none"> • Actions (think about how you will promote positive impact and remove/ reduce negative impact) <p>Specific actions will be developed on a case by case basis.</p>

<p>5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.</p>	
Date to scope and plan your impact assessment:	N/A
Date to complete your impact assessment	N/A
Lead person for your impact assessment (Include name and job title)	N/A

<p>6. Governance, ownership and approval</p> <p>Please state here who has approved the actions and outcomes of the screening</p>		
Name	Job title	Date
Martin Farrington	Director City Development	11 February 2018

<p>7. Publishing</p> <p>This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.</p> <p>Please send a copy to the Equality Team for publishing</p>	
Date screening completed	11 February 2018
Date sent to Equality Team	11 February 2018
Date published (To be completed by the Equality Team)	