



## Report of the Director of Environments & Neighbourhoods Directorate

### South Leeds (Outer) Area Committee

Date: Monday 9<sup>th</sup> February 2009

### Subject: Town Centre Management Report

<b>Electoral Wards Affected:</b> Ardley & Robin Hood Morley North Morley South Rothwell  <input type="checkbox"/> Ward Members consulted (referred to in report)	<b>Specific Implications For:</b> Equality and Diversity <input type="checkbox"/> Community Cohesion <input type="checkbox"/> Narrowing the Gap <input checked="" type="checkbox"/>	
Council Function <input type="checkbox"/>	Delegated Executive Function available for Call In <input checked="" type="checkbox"/>	Delegated Executive Function not available for Call In Details set out in the report <input type="checkbox"/>

### Executive Summary

In September 2004 the Area Committee approved five priority themes for actions to address key issues across the Outer South. One of these actions was 'Town Centre Development'; the aim being to enhance the attractiveness of the two towns of Morley and Rothwell, to increase their vibrancy and sustainability and to help create centres where increasing numbers go to shop, and for entertainment and leisure activities. The 2005 April Area Committee considered a report detailing five delivery options for the initiative. Members agreed to the commissioning of a three year project and the appointment of a single Town Centre Manager who would utilise the existing Town Centre Partnerships as a forum for engaging key stakeholders. The initiative started in August 2006 with the appointment of the current Town Centre Manager. In consideration that the project is now in its final year and is currently due to finish in August 2008 this report provides Members with a review of the Town Centre Management Project in Morley and Rothwell since its start date and options to consider for the way forward.

#### 1.0 Purpose of Report

1.1 To provide Members with an opportunity to review the Town Centre Management Project and consider options for the future.

#### 2.0 Background

2.1 In September 2004 the Area Committee approved five priority themes for actions to address key issues across the Outer South. One of these actions was 'Town Centre Development', the aim being to enhance the attractiveness of the two towns of Morley and Rothwell, to increase their vibrancy and sustainability and to help create centres where increasing numbers go to shop, and for entertainment and leisure activities.

- 2.2 In October 2004, the Area Committee was presented with a report that detailed the potential for a Town Centre Management initiative to address the regeneration needs of the two town centres. Members agreed for a proposal to be developed for consideration.
- 2.3 Area Management undertook research in relation to potential models for the delivery of such an initiative. A meeting held on 8<sup>th</sup> April 2005 with all potential stakeholders in Morley considered their views and discussed potential options for how the project could be delivered.
- 2.4 At the April 2005 Area Committee, Members considered five options for the development of a Town Centre Management model for Morley and Rothwell. The Area Committee agreed to the option of appointing a single Town Centre Manager (TCM) for Morley and Rothwell over a period of three years. The TCM would dedicate three days to Morley and two days in Rothwell.

### **3.0 Operational Delivery**

- 3.1 The Town Centre Manager was appointed in August 2006 with the remit of driving the revitalisation of Morley and Rothwell Town Centres. The Town Centre Manager is employed through Leeds City Council and managed by the Outer South Area Management Officer in the South East Area Management Team. The Area Committee receives 6 monthly updates on the project which provide opportunities to consider all elements of the scheme.

#### **3.2 Town Centre Management Board**

Established in November 2006, the Town Centre Management Board (TCMB) was created by the Area Committee with the responsibility of developing a strategic overview of the project on behalf of the Area Committee. The TCMB is chaired by a Member of the Area Committee and has representatives from Area Management, Morley Town Council and traders from Morley and Rothwell as members. The TCMB meet bi-monthly and monitors the TCM project through reviewing of each town's action plans.

#### **3.3 Town Centre Partnerships**

Town Centre Partnerships were already in existence when the Town Centre Manager started. They aimed to bring together key stakeholders in each Town to discuss town centre development. The commencement of the Area Committee Town Centre Management Project, offered the opportunity for the TCM to coordinate the quarterly TCPs and utilise them as sounding boards for key elements of the project and to provide a forum for updating businesses on the TCM project.

### **4.0 Funding**

- 4.1 The TCM project was commissioned for three years, subject to annual approval of the Well being Budget by the Executive Board. The Area Committee approved revenue funding of £57,270 a year to deliver a TCM initiative. The project has also received £10,000 for two years from Morley Town Council. The Town Council is currently considering funding of the third year of the project.
- 4.2 In addition to the salary costs, the initiative also includes revenue funding to undertake projects identified by the TCM to contribute towards the regeneration of the town centres.

4.3 The yearly budget is allocated by the Area Management Team and the Town Centre Manager for projects and is approved by the Town Centre Management Board.

**INCOME**

	06/07	07/08	08/09	09/10 committed
Area Committee	£16,625	£47,242	£57,270	£23,862.50
Morley Town Council	£5,461	£10,000	£10,000	£4,539
<b>TOTAL</b>	<b>£22,086</b>	<b>£57,242</b>	<b>£67,270</b>	<b>£2,840.15</b>

**EXPENDITURE**

	06/07	07/08	08/09 to date
Salary & On costs	£20,625	£36,804	£27,591
Office materials, Computer and software	£1,009	£0	£0
Projects	£1,847	£21,111	£18,682
<b>TOTAL</b>	<b>£23,481</b>	<b>£57,915</b>	<b>£46,273</b>
Balance	-£1,395	- £673	£20,997

4.4 The negative figures illustrated above in 2006/07 and 2007/08 are overspends. These are totals taken from the budget for the Town Centre Managers contributions towards the West Yorkshire Government Pension Fund. Finance teams within Regeneration Services are investigating the budget to reimburse the TCM budget for these contributions.

**5.0 Town Centre Project Achievements**

**Town Centre Management Board**

- Bi-monthly Board Meetings held.

**Morley**

As a result of the Town Centre Management initiative, Morley has been supported in its development as a vibrant town. The establishment of a reinvigorated Chamber of Trade is a key partner for ensuring the success of Morley Town Centre but, as an organisation it is still in a fragile state requiring the support of public sector partners such as the Town Council and Leeds City Council. The existence of a Chamber of Trade, a Morley Entertainments Committee and the Town Council provide a mature level of capacity and infrastructure to support future Town Centre Management work in Morley.

**Morley Town Centre Partnership**

- Quarterly partnership meetings
- Town Centre Manager a figurehead in town that offers businesses support and a point of contact to resolve issues faced on a day to day basis.

**Extended Opening**

- Developed evening economy with businesses

**Markets and Streetsellers**

- Street markets introduced and held quarterly

### **Retail Environment**

- Supported relaunch and development of Chamber of Trade
- Developed a café culture aspect to town.
- Supported improvements to Morley Market

### **Linked Promotions**

- Supported 2008 Morley Literature Festival with street entertainment and street market

### **Heritage**

- Supported Heritage Society in room renovations at Morley Town Hall for archive
- Assisted with devising and producing heritage leaflet for town centre

### **Promotional Strategy**

- Household Flyer promoting town centre produced bi-annually
- Extended programme of street entertainment during Summer 2007/08.
- Supported the development and running of events management structure through Morley Entertainments Committee

### **Calendar of events**

- Quarterly Events leaflets produced

### **Encourage Private Sector role within Town Centre Development**

- Links with White Rose Centre with Morley Literature Festival and Morley Day in January 09
- Encouraged private sector funding of town centre initiatives including Morley Business Directory and Morley Bottoms planting

### **Encourage Partnership working with public Sector to improve Town Centre**

- Electricity power to bandstand to support entertainments in Morley
- Queensway Car Park Survey commissioned and recommendations of limited waiting time introduced.

### **Community Safety**

- TCM inputs into Tasking meetings
- TCM liaison with Pubwatch

### **Healthcheck**

- Summits held in Jan 2007, 97 attendees and March 2008 and 82 attendees

### **Morley Bottoms**

- Supports Morley Bottoms Project.
- Supported development of crafts and hobbies area

### **Rothwell**

As a result of the Morrison's redevelopment in Rothwell, the town centre has been subject to major developments which have impacted on the work of the Town Centre Management initiative. Whilst the Town Centre Manager has good relations with individual traders and the Town centre Partnership is established, there is no retail or business association in a coherent and mature form. This situation is projected to continue for some time and requires

a town centre initiative specific to Rothwell that will tackle its successfully and support the businesses in a more locally focused way.

### **Rothwell Town Centre Partnership**

- Quarterly partnership meetings
- Town Centre Manager a figurehead in town that offers businesses support and a point of contact to resolve issues faced on a day to day basis

### **Developing a wider mix of shops**

- Assisted property owners, retailers and council departments to regenerate a range of town centre units.
- Successful discussions to ensure Wm Morrison's old site brings strong retail offer in redevelopment

### **General Markets**

- Christmas Markets 2007 and 2008
- Street markets introduced and a team created to oversee ongoing development

### **Improved connection between shopping areas**

- Pavement café at junction between Marsh Street and Commercial Street.
- Arranged promotion for new shops on Meynell Car Park.

### **Develop evening economy**

- Successfully campaigned for Hare & Hounds to benefit from Morrison's footpath closure
- Christmas markets, store opening and street entertainment used to illustrate potential of evening opening for Rothwell

### **Rothwell 600**

- Supported Rothwell 600 Committee
- Led on introduction of festival banners

### **Calendar of events**

- Quarterly events newsletter produced

### **Promotional Strategy and Budget**

- Information leaflet promoting town centre distributed bi-annually
- Successful 2008 Christmas Fayre held in Blackburn Hall
- Introduced Street Entertainment on Saturdays during Summer months

### **Develop the social, cultural and economic capacity of the Town Centre**

- As above

### **Encourage Private Sector role within Town Centre Development**

- Ongoing liaison with Wm Morrison's over phase 3 development

### **Encourage Partnership working with public Sector to improve Town Centre**

- Led on installation of bus shelter on Marsh Street
- Established team to find new location for redundant bus shelter

### **Community Safety**

- TCM inputs into Tasking meetings

- Regular town centre meetings with police to discuss issues including nuisance issues in Meynell Avenue Car Park

### **Marsh Street Car Park**

- Supported Marsh Street Car Park Town and District Regeneration Project

### **Healthcheck**

- Summits held in March 2007 (60 attended) and February 2008 (40 attendees)

### **Wm Morrisons Scheme**

- Liaised with Morrison's and appointed agents over redevelopment work

Morley and Rothwell have received a programme of work delivered through the town centre management project that has been very similar. Area Management and the Town Centre Manager recognise that the future success of TCM in both towns needs to address each town separately and identify the most appropriate support required. Morley has a high level of infrastructure to support TCM work and offers capacity within the town to deliver aspects of the TCM project through alternative methods. Rothwell does not have this infrastructure and any future TCM work in Rothwell needs to be developed to reflect this key difference.

## **6.0 Future Strategy of Town Centre Management Project: August 2009 onwards**

- 6.1 The development of the town centres in Outer South is a key priority for the Area Committee, as outlined under the 'Enterprise and Economy' theme of the Area Delivery Plan. Dialogue has been held between Area Management and representatives of the Morley Chamber of Trade on their view of the TCM project to date and future operation. Area Management recommends that whatever the option decided by Members on the future delivery of TCM project, then the following strategy must be used as a base for achieving the Area Committees agreed priorities.

### **1) Identify Town Centre Boundary**

Identify geographical boundaries in the town centre where the Town Centre Management project will operate. Having a clear boundary of operation will focus the work of the project and allow partners to recognise when and where the Town Centre Management project should be involved.

Timescale: completed by August 2009

### **2) Establish a Baseline**

The establishment of a baseline position for any project is vital to monitor progress and identify targets for the project.

The completion of a professional healthcheck on the condition of each town is fundamental to inform and direct the TCM work programme.

A proposal for undertaking a healthcheck would be developed by Area Management in conjunction with the business community that would aim to identify 'what makes Morley' and 'What makes Rothwell' and using indicators associated with that as a guide for the healthcheck. A questionnaire to all households would identify how residents use Morley/Rothwell e.g. why they visit the town, how often, how they travel there. Other indicators would be identified and monitored e.g. car park usage, footfall in the town and attendance at key events and data collated. The Chamber of Trade would have a significant involvement in the direction and aims of the work.

Timescale: completed by Dec 2009

### **3) Produce a Masterplan**

Using the information obtained from the healthcheck that provides a profile of each town, key stakeholders are consulted to identify short term and medium term and long term aims for the town and a framework for achieving this. The Town Centre Manager has a clear role to input to this process, encourage stakeholder participation, and monitor the process.

### **3) Revised Work Programme**

The TCM project would continue to use a work programme but it is recommended that it is revised to reflect clear responsibilities and roles for partners and the Town Centre Manager. Area Management proposes to meet with key stakeholders and consult with them, using the current work programme as a base, to develop the new work programme and ensure partner support to the project. The revised programme would also address the long term sustainability of town centre development by linking each element with a partner who could be supported by TCM to develop their capacity to deliver that element in the future.

### **4) Exit Strategy**

The production of an exit strategy by the Town Centre Manager is vital to address the long term sustainability of town centre development and to build on the work achieved by the project. As capacity within key organisations in the towns continues to grow, packaging up elements of the project for partners to deliver is a real solution. The new work programme would start the development moving towards this goal.

Timescale: Two months before end of Project.

## **7.0 Project Delivery Options**

- 7.1 The Area Committee is asked to consider the following options to decide on an option that would deliver strategy outlined above.

### **Option 1: Continue current arrangements and extend project for 3 years**

Continue with project as operated over the last three years and commission a further three years, subject to funding from the Executive Board.

#### *Positives*

- This option offers businesses in both towns a figurehead of support and reassurance, and a point of contact to resolve issues that they face on a day to day basis.
- Networks and relationships that have been built over the last three years would continue to flourish for the benefit of the towns' development.
- Continuation of the achievements that have been listed above.
- Vehicle to deliver the strategy outlined above.
- Provides significant amount of time to write an exit strategy for the project.

#### *Negatives*

- Project is a significant portion of the Well being Funding Budget.
- Some elements of the project are already being delivered by alternative agencies potentially making the Town Centre Management Project redundant in its current form within a shorter time scale than three years.

### **Option 2: Continue current arrangements and extend project for one year, until August 2010.**

Continue with project as operated over the last three years and commission a further twelve months, subject to funding being available.

#### *Positives*

- This option offers businesses in both towns a figurehead of support and a point of contact to resolve issues that they face on a day to day basis.
- Networks and relationships that have been built over the last three years would continue to flourish for the benefit of the towns development.
- Continuation of the achievements that have been listed above.
- Opportunity for the TCM to write an exit strategy for the project.
- Vehicle to deliver the strategy outlined above
- Reasonable timescale to finalise delivery of project in current form and identify elements before project ends.
- Project would require less Well being Funding.

#### *Negatives*

- Still a significant portion of the Well being Budget being allocated.
- Shorter timescale to achieve the proposed strategy.

### **Option 3: End Project in August 2009**

No extension agreed and the Town Centre Manager post would end in August 2009. Town Centre Manager would be placed in the Managing Workforce Change Procedure (this process currently under review, time could change) for a period up to 12 months. During this period the salary would continue to be paid through the Well being Budget.

#### *Positives*

- Work completed through identified agencies
- Well being Budget will have to fund a 12month salary once the project ends but this option will free up Well being funding for alternative projects sooner.

#### *Negatives*

- Area Committee have identified Town Centre Development as one of its key priorities and must demonstrate through ADP monitoring how it is supporting the achievements of a robust local economy.
- Momentum and support for the TCM project over the last three years could be lost and the partnership and positive attitude amongst businesses would be jeopardised.
- Well being Budget funding post for a further 12 months as part of the Managing Workforce Change Procedure.
- Only Seven months to develop sustainable strategy for elements of TCM work.

### **Option 4: End the Project and Commission an alternative project**

Continue to commit to town centre development work but end the current project in August 2009 and agree the development of alternative project options that would utilise resources within AMT and partners to deliver elements of the TCM work programme suitable for both Morley and Rothwell.

#### *Positives*

- An alternative project offers the opportunity to explore the following:
  - Commission outside agency to deliver programme of work
  - Engage with partners and get them to sign up to supporting elements of work



- Employment of post through appropriate external organisation and removing the employment obligations from the Area Committee's responsibility.
  - Support key stakeholders to develop their capacity to manage a budget to deliver elements of the TCM initiative.
- Builds on the work to date and demonstrates a commitment from the Area Committee towards Town Centre Development.
  - Stakeholders' resources used effectively to achieve elements of the TCM project.
  - New operation would provide opportunity to see how the future of TCM might develop.
  - A more suitable work programme and resource allocation could reflect the different needs of Morley and Rothwell.
  - Opportunities to develop capacity of key stakeholders
  - Positive links made with work in other town centres.

#### *Negatives*

- There are no negative impacts.

#### **Recommendation**

The TCM project is key to over seeing and directing the development of the town centres. Area Committee support for the project is significant and as a priority under the Area Delivery Plan 'Enterprise and Economy' theme must continue in some form. Option 4 provides Members with an opportunity to consolidate what has been achieved until August 2009 while developing a future scheme for each town to support Town Centre Management work in an efficient and effective way.

The new project would be able to take into consideration the roles of key partners and the significant differences between Morley and Rothwell.

### **8.0 Implications For Council Policy and Governance**

8.1 There are no direct implications for the above as a result of this report.

### **9.0 Legal and Resource Implications**

9.1 Legal implications as a result of this report will be reflected in any subsequent Contract of Employment that arise from a project extension funded by the Well being Budget or through paperwork through Managing Workforce Change Procedure.

9.2 Resource implications will be that the remaining balance of the Well being Budget for revenue will be reduced dependent on the option taken by the Area Committee on the future of the project.

### **10.0 Conclusions**

10.1 TCM has achieved much to date, although the impact in Morley and Rothwell has differed for reasons already highlighted. The Area Committee and Morley Town Council can be assured that sufficient evidence exists to confirm the success of the project to date. In the light of other issues identified, Members are asked to consider if the extension of the project in its current form is the most efficient use of Wellbeing resources or whether a remodeled TCM project based on option 4 should be developed.

## **11.0 Recommendations**

11.1 The Area Committee is asked to

- a) Note the contents of the report and make comment
- b) Consider and agree the strategy outlined in 6.0
- c) Consider and decide on a preferred option for the future delivery of Town Centre Management
- d) Depending on the option decided agree to commission it through Well being Funding subject to Executive Board approval of future funding.

### **Background Papers:**

- Town Centre Management – An update Monday 20<sup>th</sup> October 2008
- Town Centre Management – An update – Monday 25<sup>th</sup> February 2008
- Town Centre Management – An update – Monday 10<sup>th</sup> September 2007
- Town Centre Management – An update – Monday 2<sup>nd</sup> April 2007
- Options for Town Centre Management – Morley and Rothwell Town Centres – 25<sup>th</sup> April 2005