

UPDATE ON TOWN CENTRE REGENERATION IN HILLINGDON

Cabinet Member(s)	Councillor Douglas Mills
Cabinet Portfolio(s)	Improvement, Partnerships and Community Safety
Officer Contact(s)	Jales Tippell, Head of Transportation, Planning Policy and Community Engagement
Papers with report	None

1. HEADLINE INFORMATION

Summary	<p>This report provides an update on town centre regeneration within Hillingdon and in particular, progress on improvements within the three town centres which are the focus for regeneration, namely Hayes, Ruislip Manor and Northwood Hills.</p> <p>Cabinet approval is being sought for delegated authority to approve the grant agreement with the Greater London Authority in order to deliver the programme of improvements for Ruislip Manor and Northwood Hills town centres, following a successful £2.7m grant award to Hillingdon.</p>
Contribution to our plans and strategies	Sustainable Community Strategy Sustain, Renew & Prosper: The Hillingdon approach to regeneration 2011-2016
Financial Cost	The Greater London Authority grant award of £2.7m during financial years 2012/13 and 2013/14 is to be matched by capital and revenue funding from Council and other sources estimated at £1.16m
Relevant Policy Overview Committee	Corporate Services and Partnerships
Ward(s) affected	Botwell and Townfield (Hayes Town Centre) Manor (Ruislip Manor Town Centre) Northwood Hills

2. RECOMMENDATION

That the Cabinet:

- 1) **Notes the progress on the 'Total Approach' to town centre regeneration, endorsed by Cabinet June 2011**
- 2) **Welcomes the announcement of a grant award of £2.7m from the Greater London Authority (GLA) for the implementation of specific regeneration proposals for Ruislip Manor and Northwood Hills town centres.**
- 3) **Grants delegated authority to the Director of Planning, Education, Environment and Community Services to agree, in conjunction with the Cabinet Member for Improvement, Partnerships and Community Safety, to approve the grant agreement with the Greater London Authority in order to deliver the programme of improvements for Ruislip Manor and Northwood Hills town centres.**

Reasons for recommendation

The Council has been successful in being awarded funding by the GLA to carry out town centre improvements in Hayes, Ruislip Manor and Northwood Hills town centres. Improvements have been delivered in Hayes with the benefit of the Mayor's funds and approval is now required to enter into a formal agreement with the GLA to deliver the programme of improvements for Ruislip Manor and Northwood Hills town centres.

Alternative options considered / risk management

The Cabinet could decide not to accept the £2.7m grant award from the Greater London Authority but this would be a missed opportunity to bring significant investment into two of Hillingdon's smaller district centres, Ruislip Manor and Northwood Hills, at a time when town centres generally are struggling.

Policy Overview Committee comments

None at this stage.

3. INFORMATION

Supporting Information

Hillingdon's 'Total Approach' to town centre regeneration

- 3.1 Sustain, Renew, and Prosper' the Hillingdon approach to regeneration 2011-2016 was endorsed by Cabinet in June 2011. This aimed to encourage a total approach to appropriate growth, viability and regeneration of town and neighbourhood centres in Hillingdon.
- 3.2 The 'Total Approach' is intended to support independent traders by bringing together all the elements of a successful town centre such as:
 - A raised profile and an improved public image;
 - Wider use and increased spending within local centres;
 - Lower crime and anti-social behaviour;

- A more successful mixed-use economy with a range of goods and services;
- Easy access to parking, especially short-stay such as Stop and Shop.

3.3 There are four key elements to the 'Total Approach' which are:-

- investment in the public realm, which may include new parking measures, and/or improvements to footpaths and streets, street signage, street lighting and landscaping;
- improvements to shop fronts (by means of grant assistance to independent traders). This has been successfully piloted in Hayes town centre and will be rolled out to Ruislip Manor and Northwood Hills town centres;
- providing commercial expertise to independent traders, such as on visual merchandising and customer service through the council's partnership with International Visual who are specialists in this area, and
- providing a retail apprenticeship scheme for traders through the Uxbridge College Employer services unit.

3.4 The 'Total Approach' to town centres was also intended to ensure a co-ordinated approach to maximising the value of Council and external investment to deliver improvements to our town centres.

3.5 A dedicated town centre information and news webpage has been set-up on the Council's website at www.hillingdon.gov.uk/towncentres to provide updates on how the 'Total Approach' is progressing across Hillingdon's town centres. This includes updates for the three town centres of Hayes, Ruislip Manor and Northwood Hills which are the key focus for activities in 2012/13 and 2013/14, and also Yiewsley and West Drayton, where major works are underway.

The Mayor of London's Outer London Fund

3.6 The Mayor of London launched Round One of his Outer London Fund (OLF) on 13th June 2011, allocating £10m on initiatives to improve the character, quality and vitality of high streets focussing on the often overlooked suburbs and particularly areas of London benefiting least from investment in Crossrail and/or the Olympic development. Hillingdon officers worked with key local stakeholders to submit an application for Hayes town centre to meet the GLA deadline of 18th July 2011. In August 2011 the Mayor announced that Hayes town centre was successful in securing £240,000 (£200K capital and £40K revenue) from the OLF, and these funds have been invested primarily in shopfront improvements and upgrading the shop forecourts.

3.7 Round Two of the OLF was announced by the Mayor of London in July 2011. The objective of the fund is to strengthen the vibrancy and growth of high streets and their environs through capital initiatives. By working in partnership with key local stakeholders, Hillingdon officers submitted two separate bids, (i.e. for Ruislip Manor and Northwood Hills) to meet the GLA deadline of 14th November 2011. Whilst these two bids were unsuccessful through the OLF process, the Council successfully secured a 2-year grant award totalling £2,735,731 (£2,599,231 capital and £136,500 revenue) from the GLA's regeneration funds to deliver a range of visible and lasting improvements to Ruislip Manor and Northwood Hills town centres, in particular public realm works, improvements to shop fronts and uses for empty shops, and town centre branding and signage. The award of this grant was noted at the full Council meeting on 23rd February

2012. The award is subject to a formal grant agreement, which is to be executed as a deed. A draft agreement is expected from the GLA soon.

The Mary Portas Review

- 3.8 In May 2011 the Department for Communities and Local Government (DCLG) appointed Mary Portas to undertake a review of English high streets. Portas published her report in December 2011 and in March 2012, the Government published its response to her recommendations within their 'Portas-Plus' plan.
- 3.9 The Portas review helped to identify what Government, local authorities, businesses and communities can do collectively to create prosperous and sustainable town centres. The review included recommendations for easier parking, bringing empty shops back into use, markets and events and improved town centre branding and promotion. Many of these initiatives and activities are already planned or underway within Ruislip Manor, Northwood Hills and Hayes town centres.
- 3.10 The DCLG invited applications by 30th March 2012 for town centres to become 'Portas Town Team Pilots' to test the proposals within the Portas review. Funding of up to £100K is available to support twelve national pilots with the successful bids being announced in early June. Following considerable interest in the initiative, the Government launched a second round on 30th March 2012 for a further twelve Portas pilots, with a deadline for submissions by the end of June.
- 3.11 Hillingdon officers worked in partnership with key local stakeholders to prepare an application and a Portas Pilot application titled 'Made in Hayes' was submitted at the end of March on behalf of the Hayes Town Partnership. This application focussed on the street markets recommendations within the Portas review. The application was supported by key partners such as the Greater London Authority, Hayes Town Business Forum and Uxbridge College in addition to significant commercial investors such as the Cathedral Group, owners of the 18-acre former EMI site. An announcement regarding the successful bids is expected in May 2012.

The Government's High Street Innovation Fund award to Hillingdon

- 3.12 The Government's response to the Portas review on 30th March 2012 included an announcement of a £10m funding package for one hundred local authorities across the country, each receiving £100,000 (including Hillingdon). Whilst the Government wants local authorities to focus this funding on supporting empty properties on local high streets and to support areas affected by the August 2011 riots, it has not ring fenced the funds for this specific purpose.

Progress in Hayes Town Centre

- 3.13 The Outer London Fund award for Hayes has been invested in;
- shopfront improvements
 - upgrading shop forecourts and
 - undertaking a study of transport options in the town centre.
- 3.14 In addition to the OLF award, the Hayes shop front improvements scheme has been supported by the Council's capital funds. When applications for the Hayes shop front

grant programme closed on 31st March 2012, 41 enquiries had been received of which 36 (34 shop fronts and 2 upper floor frontages) were progressed to grant offers. At the completion of all works on 30th April 2012, the value of grants awarded totalled £166,738 of which £100,042 was funded directly from the Outer London Fund grant to Hayes and £66,696 funded through the town centre capital budget. The retailers themselves contributed just under £67,000 towards the total cost of the shop front improvements.

- 3.15 Feedback on the shopfront initiative has been very favourable from the independent traders within Coldharbour Lane and Station Road. The impact of these improvements has also been reported favourable in the local media. Local businesses have requested a second round shopfront grant programme using the Council's town centre capital funding and the feasibility of this is currently being looked at.
- 3.16 The OLF funds have also been used to resurface approximately 968 sq m of private shop forecourts in Coldharbour Lane, including the provision of new drainage channels and improved accessibility to and from the shops and along the pavement areas. The improvements include an iconic shop number design, so that every property can be easily identified.
- 3.17 The OLF award was also used to fund an Urban Design Study, which primarily looked at parking and traffic management issues in the town centre, including the option of opening up the town centre for through traffic. This work was considered necessary to support a future Step 1 Major Scheme submission to Transport for London (TfL) to secure funding for the design development and consultation required to progress a Major Schemes bid for Hayes Town Centre in the summer 2012.
- 3.18 This Major Schemes bid is likely to be in excess of £4m. It will encompass a wide range of public realm improvements, which will include reconfiguration of the existing highway, landscaping and street lighting, together with the associated detailed design and consultation on the preferred options for parking and traffic management. The criteria for acceptance by the Mayor of London includes the use of high quality materials in line with the objective of creating a revitalised town centre.
- 3.19 The TfL Major Schemes programme is a separate budget from the Local Implementation Plan programme, and comprises a sum of around £24M per annum across Greater London. Bids for funding follow a special dedicated process of in-principle agreement and stepped approval 'gateways', and announcements on the successful bids are made by the Mayor of London every December. In order for the Council to be able to considered for scheme development funding in the coming round, this will necessitate the submission of a bid by September this year.
- 3.20 There is an ideal opportunity to integrate these Major Scheme improvements with the complementary proposals associated with the redevelopment of Hayes and Harlington station through the Crossrail project. Officers have already begun in-principle discussions with TfL management to facilitate the development and submission of a Major Scheme bid, which if supported will be subjected to appropriate member reviews and approvals prior to formal submission.
- 3.21 If the 'Made in Hayes' Portas Pilot application is successful, officers will work with local businesses and other partners to deliver a programme of street markets and events in

Hayes. In the event that the application is unsuccessful, officers will continue to investigate other opportunities to secure improvements in Hayes town centre.

Progress in Ruislip Manor

3.22 Ruislip Manor was awarded £1,402,284 from the GLA's Regeneration Funds in order to build on the Manor's Metro-land heritage with a vision to transform the area to attract more people to make full use of the shops and facilities on their doorstep, spending more time in the Manor. The proposals include structural improvements to reinstate and emphasise the 1930s shop front architecture, which is a Manor feature, making the most of the Manor's broad pavements by allowing for festival and event space, complementing new parking arrangements with space for café and restaurant outdoor seating, as well as new trees with surrounding seating, and feature planting.

3.23 The project is to formally commence in May 2012 with the signing of the grant agreement with the GLA and it will complete at the end of March 2014. In awarding the funding offer, as with all other boroughs that were successful in being awarded OLF Round 2 funds, the GLA sought at least 30% match funding from the borough. The following table shows the GLA contribution of £1,402,284 (70%), for a total project amounting to £1,995,684.

	Capital	Revenue	Total funds
GLA contribution	£1,324,284 (72%)	£78,000 (53%)	£1,402,284 (70%)
Other contributions	£524,800 (28%)	£68,600 (47%)	£593,400 (30%)
Total	£1,849,084 (100%)	£146,600 (100%)	£1,995,684 (100%)

3.24 The match funding for the GLA contributions is expected to be as follows:

Council capital	£307,500* - Public Realm works/relocation of post office £62,700 - Shopfront Improvements *note that this figure may be reduced if TfL funding is available
Transport for London	£115,000 - Public Realm works
Local businesses	£39,600 - Shopfront Improvements
Council revenue	£35,000 - staffing
Other revenue	£33,600 - Visual Merchandising (Local Area Agreement)

3.25 The aspiration is to deliver high street and public realm improvements in Ruislip Manor that will:

- a) establish a strong, special local identity and brand for Ruislip Manor; and
- b) restore the town centre as a more attractive and sociable environment, with locally distinctive characteristics that build on its heritage, and
- c) create a centre that is safe, accessible and easy to get to and move through.

3.26 The proposals include:

- Creating a strong visual identity and brand for Ruislip Manor by providing an upgraded high quality public realm, with new street furniture and lighting; new street trees and planting; and town centre signage which reflects its local character. This is

to include an attractive artistic 'Manor' sign for the Metropolitan railway bridge over the high street.

- Shop front grants to create attractive fascias, awnings and other upgrades.
- Public realm improvements to improve traffic flow for cars and buses, allow time-limited free parking and make the Manor easier to use by pedestrians and cyclists.
- Pop-up shops in connection with existing education and art organisations; an enterprise hub and work club to complement existing courses at the local library and community centre; and apprenticeships enabling local businesses to secure training for staff and new recruits.
- Relocating the Manor's Post Office from its current 'out of sight, out of mind' location to larger, more central premises, making banking facilities more central.
- A boost for sport and leisure with promotion of the outdoor gym in Shenley Park in addition to considering future plans to open up a new access route into the park.
- A home grown market built up over time, regular events including the Olympics and the Metropolitan Line anniversary building on established twice yearly fun-days.

3.27 A Ruislip Manor Town Centre Group has been set up to steer the development and implementation of the proposals. It consists of the local Manor Ward Councillors and representatives from Ruislip Manor Chamber of Commerce, local independent traders, Uxbridge College and the Metropolitan Police. Given the ongoing scrutiny of the project by the GLA, representatives from Design for London are also invited to attend.

Progress in Northwood Hills

3.28 Northwood Hills was awarded £1,333,447 from the GLA's Regeneration Funds in order to deliver vital public realm improvements including installing new signage, street furniture, better street lighting and the planting of new trees, as well as a shop front grant programme to improve the overall look and feel of Northwood Hills town centre. These improvements are aimed to restore the town centre as a more attractive and sociable environment, with locally distinctive characteristics that build on its heritage, and to integrate it with the neighbourhood and community that it serves, including the associated local facilities, open spaces and other assets.

3.29 The project, as in Ruislip Manor, is to formally commence in May 2012 with the signing of the grant agreement with the GLA and it will complete at the end of March 2014. The GLA requirement for at least 30% match funding from the borough, means that the total funding for the project amounts to £1,903,547, of which the GLA contribution is £1,333,447 (70%) as follows:

	Capital	Revenue	Total funds
GLA contribution	£1,274,947 (72%)	£58,500 (46%)	£1,333,447 (70%)
Other contributions	£500,100 (28%)	£70,000 (54%)	£570,100 (30%)
Total	£1,775,047 (100%)	£128,500 (100%)	£1,903,547 (100%)

3.30 The match funding for the GLA contributions is expected to be as follows:

Council capital	£250,000 - Public Realm works/walks/visual connections £39,900- Shopfront Improvements
Transport for London	£185,000 - Public Realm works
Local businesses	£25,200 - Shopfront Improvements
Council revenue	£40,000 - staffing
Other revenue	£26,400 - Visual Merchandising (Local Area Agreement) £3,600 – Northwood Hills Residents

3.31 The aspiration is to deliver high street and public realm improvements in Northwood Hills that will:

- a) establish a strong, special local identity and brand for Northwood Hills; and
- b) restore the town centre as a more attractive and sociable environment, with locally distinctive characteristics that build on its heritage, and
- c) integrate it with the neighbourhood and community that it serves including the associated local facilities, open spaces and other assets; and
- d) create a centre that is safe, accessible and easy to get to and move through.

3.32 The proposals for Northwood Hills include:

- Creating a contemporary high quality public realm, which reflects its character and musical connections, with a landmark feature outside Northwood Hills Station. This is to include new parking arrangements; traffic and road safety improvements; new paving, street furniture, signage, lighting and planting which will unify and define the identity of Northwood Hills.
- Supporting local businesses through a shop front grant scheme, providing expertise on visual merchandising and customer service, providing pop-up shops and an enterprise hub with networking opportunities, offering retail apprenticeships and work experience and promoting a 'shop locally' scheme.
- Promoting a number of walks, including metro-land rambling, which will link up the town centre to its wider heritage, countryside and community facilities.
- Promoting activities based on the theme of the 'Good Life' such as community gardening, regular farmers markets in the town centre, and an annual Garden in Bloom competition.
- Enriching community spirit by promoting initiatives whereby people can come together to enjoy social activities e.g. creating outdoor seating areas within the town centre; providing a mobile climbing wall; and supporting local events including a Queen's Jubilee event and seasonal festivities. This is to include events that build on the area's strong musical connections and support developing local talent in connection with specialist independent retailers, schools and venues.

3.33 A Northwood Hills Town Centre Group has been set up to steer the development and implementation of the proposals. It consists of the local Northwood Hills Ward Councillors and representatives from Northwood Hills Chamber of Commerce, local independent traders, representatives from Northwood Hills Residents Association, Uxbridge College and the Metropolitan Police. Given the ongoing scrutiny of the project by the GLA, representatives from Design for London are also invited to attend.

Progress on the 'Visual Merchandising' programme

- 3.34 Cabinet approved a tender award in September 2011 for the delivery of a 2-year visual merchandising programme up until summer 2013 across the three town centres of Hayes, Ruislip Manor and Northwood Hills.
- 3.35 The Council has teamed up with retail specialists 'International Visual' to offer small independent retailers a rolling programme of visual merchandising support. The training, which is tailored to meet the needs of a particular area, includes in-store coaching on how to improve the look and feel of individual shops and ultimately to help businesses to increase their sales particularly by encouraging more residents to shop locally. The programme includes a best shop-front display competition for each town centre. As of 31st April 2012, the first round delivery has been completed within Hayes and Ruislip Manor Town Centres.
- 3.36 The first phase of the delivery in Hayes was from October to December 2011. A total of 27 businesses participated in the training, and nineteen entered in the Christmas window dressing competition. Of the 17 businesses which completed feedback forms, 88% rated the training as excellent. Additional shop display support was also provided in mid April for those retailers who have recently improved their shop fronts. The rolling programme will return to Hayes in the summer to support Hayes Carnival and the London 2012 town centre promotions.
- 3.37 The first phase of the delivery in Ruislip Manor was completed in March 2012 with 29 stores participating in the training, of which 14 entered the window dressing competition with a Mother's Day theme. Of the 21 who completed feedback forms, 100% said that they would recommend the training. This is backed up by the written feedback received, which was very complimentary. The programme was launched in Northwood Hills in mid April to complement the Jubilee celebrations. To date, 23 stores within Northwood Hills have participated in training and the best dressed windows will be judged in June.
- 3.38 A key element of the visual merchandising programme is the partnership with Uxbridge College and the promotion of High Street apprenticeships. This is especially important following the disturbances last summer and a real opportunity to put young people back in touch with their High Street. The programme is beginning to deliver successes with six apprenticeship positions advertised within Ruislip Manor businesses and a further six enquiries being followed up. One shop in Ruislip Manor had reported a 20% increase in turnover since the new stop and shop scheme was introduced in February and this upturn in his business was a contributing factor in the feasibility of creating an apprenticeship opportunity.

Financial Implications

The table below summarises the funding sources for the 2 town centre projects, the total call on council capital resources for the 2 projects is £660,100 and is contained within the current approved capital programme for Town Centres. The Council revenue funding of £135,000 is contained within the PEECS Group town centre budgets. The Transport for London funding is contained within the existing agreed TFL Local Implementation Plan (LIP), under the Improving the Public Realm scheme.

The delivery of the projects is over a 2 year timeline and the Council capital, revenue and TfL grant resources will be spread over the same timeframe.

	Ruislip Manor	Northwood Hills	Total
GLA Funding Capital	1,324,284	1,274,947	2,599,231
GLA Funding Revenue	78,000	58,500	136,500
Council Capital	370,200	289,900	660,100
Council Revenue	68,600	66,400	135,000
Transport for London (TfL)	115,000	185,000	300,000
Business contribution (capital)	39,600	25,200	64,800
Residents association (revenue)		3,600	3,600
TOTAL	£1,995,684	£1,903,547	£3,899,231

4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

- 4.1 An impact assessment was completed May 2011 to inform the 'total approach to town centre' development. This demonstrates the positive effect of this initiative for Hillingdon residents. The vitality of local town centres is important to the quality of life for those residents without access to a car, including people with disabilities, the elderly and disadvantaged.
- 4.2 Access improvements recommended through delivery of the programme are likely to benefit a wide range of resident groups including:
- Disabled people and friends and families accompanying them;
 - Residents with children;
 - Some older residents who may not consider themselves disabled but who do appreciate easier access.
- 4.3 In terms of employment, the small, independent retail sector has traditionally been one of the most accessible sectors for entrepreneurs. The 'Total Approach' programme supports the safeguarding of jobs as well as job creation within the retail sector.

Consultation Carried Out or Required

- 4.4 Initial engagement has been undertaken with the independent traders through local Chambers of Commerce to test-out demand and interest. Consultation included distribution of a flyer through relevant chambers and/or business forums to gauge interest and take-up in specific initiatives such as the visual merchandising support and shopfront grant scheme.
- 4.5 Across town centres traders share concerns that footfall is down at the moment and that it is a very difficult time for all small independent traders. As customers become more concerned about the economic outlook, they are becoming more selective in their purchasing habits. With rising living costs, disposable incomes are being squeezed, and as a result customers are shopping around more to find the best possible value. From that perspective support to help increase customer awareness, footfall and sales is welcomed by the traders.

- 4.6 Town centre steering groups have been set up within Hayes, Northwood Hills and Ruislip Manor town centres, which include representatives from local businesses and chambers of commerce and ward councillors.
- 4.7 Elements of the overall town centre improvements such as public realm and town centre branding and design expertise require specific consultation and local research within each town centre to find out more about what local residents and traders think of the area, and to initiate a branding which is 'owned' by local people. The requirement for consultation has been incorporated into tender specifications where necessary and individual projects will each be subject to relevant public consultation as appropriate.

5. CORPORATE IMPLICATIONS

Corporate Finance

Corporate Finance has reviewed the content of this report and confirms that the amounts shown within the finance table are contained within the budget approved by Council on 23 February 2012 and also the proposed capital programme for 2013/14. The two schemes require £660.1k of Council resourced capital, however prudential borrowing would not be suitable to finance this as investments are being made to third party assets and so would not be able to be capitalised on the Council's balance sheet. Hence, it is imperative that the Council achieve sufficient capital receipts to fund these initiatives.

It is noted that these schemes are anticipated to attract considerable funding from other sources with the council contributing approximately 20% of the total investment.

Legal

The Borough Solicitor confirms that there are no legal impediments to Cabinet delegating the authority to agree the Grant agreement with the Greater London Authority. Should any legal issues arise in relation to the agreement, further legal advice will be provided as necessary.

Corporate Property and Construction

None at this stage

Relevant Service Groups

None at this stage

6. BACKGROUND PAPERS

1. 'Sustain Renew and Prosper' Hillingdon Approach to Regeneration 2011-2016, focussing on what works.
2. High streets at the heart of our communities: the Government's Response to the Mary Portas Review published 30th March 2012 and which can be found at: www.communities.gov.uk/publications/regeneration/portasreviewresponse.