



REPORT TO EXECUTIVE

PORTFOLIO AREA: ECONOMIC DEVELOPMENT

Date of Meeting: 19th January 2011

Public

Key Decision: Yes

Recorded in Forward Plan:

No

Inside Policy Framework

Title: DEVELOPMENT OF CARLISLE'S VISTOR ECONOMY

Report of: Strategic Director

Report reference: SD/02

Summary:

This report provides Members of the Executive with an overview of the outline proposals to bring together the Carlisle Tourism Partnership and the City Centre Partnership to form a new 'not for profit' company limited by guarantee. These proposals would see the development of this new company during the spring / summer 2011. The role, structure, time plan and potential funding arrangements for this proposed venture are detailed within the report for Members' consideration.

Recommendations:

1. That the Executive consider the outline proposals contained within this report before seeking the views of the Environment and Economy Overview and Scrutiny Committee (20th January 2011) on the proposed way forward.

Contact Officer: Darren Crossley

Ext: 7004

Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: None

1. BACKGROUND INFORMATION

1.1 Introduction and purpose of the report

This report seeks to provide Members with an update on the current position and future prospects for the Carlisle Tourism Partnership and the Carlisle City Centre Partnership. In the light of this position statement the report goes on to propose a way forward that seeks to deal with budget issues and further develop the City's visitor economy via a new public / private sector partnership.

1.2 Visitor Economy position statement

Carlisle has a diverse visitor economy (accommodation providers, catering, retailers, events, leisure activities, attractions of national and international significance) that has grown modestly over the past few years. The Cumbria Local Economic Assessment (November 2010) data shows that there were 2.3m visitors to Carlisle in 2008 generating an estimated £120m in business revenue and supporting approximately 2,100 jobs within the district. These figures represent a modest but steady growth in spend from 2000-2008. However this growth has not been as high as other areas of Cumbria and employment in hotels and restaurants has remained fairly static. Other trend data also indicates that although Carlisle is recognised as having an attractive city centre there has been a fall in retailing and wholesale employment since 2005.

Cross sector partnership working to support the visitor economy during this period has been led by two groups – Carlisle Tourism Partnership and the City Centre Partnership, Steering Group.

1.3 Carlisle Tourism Partnership

Carlisle Tourism Partnership was set up in April 2009 under a collaboration agreement to stimulate the visitor economy and address the major tourism issues that historically affected the tourism performance of the city.

The partnership has sought to:

- Improve the quality of the visitor experience
- Market and raise awareness of Carlisle
- Improve leadership by strengthening Carlisle's visitor economy and strategy
- Improve the quality and profitability of the business and conference market for Cumbria

The partnership has proved to be a successful venture bringing about a step change in the way tourism delivery is perceived by public and private sector

partners. Carlisle Tourism Partnership is being used as an example of best practice across the region, and the results of the first 18 months are visible in both the city centre and rural areas, and for the first time, the private sector have invested directly into events and activities. The Tourism Partnership received a base budget of circa £90,000 for activity from Carlisle City Council, and in 2010/11 has turned this into an available budget of £450,000.

Key achievements include:

- Increase in accommodation occupancy against a national backdrop of decline
- National and international journalist visits
- 150 business people trained in Welcome to Carlisle programme
- Reinvigorated events programme which has attracted over 200,000 people to Carlisle including:
 - Illuminating Hadrian's Wall
 - Theatre Titanik
 - We Built This City
 - Making Carlisle Magical This Christmas
 - Carlisle's first ever Santa Parade
 - Carlisle's Winter Lighting Festival
 - Into the Woods at Talkin Tarn
- Brand new Discover Carlisle website
- High profile inclusion into Britain's Heritage Cities
- Support for tourism capital developments

However further to the 2010 Government's comprehensive spending review the partnership now faces significant financial challenges in terms of available revenue for its operation and staffing resources in 2011/12 and beyond. The North West Development Agency (NWDA) has significantly reduced funding for Tourism across the region; this has caused all sub-regional Tourism boards to restructure and in doing so reduce posts and the level of activity. The Cumbria Tourism Partnership has made a bid to the NWDA for transitional funding (2011/12), but at the time of writing this report a response has not been received. In Carlisle this restructure will mean that the City will lose our Director of tourism post.

In real terms, this funding challenge means that the budget available for all tourism and events in Carlisle in 2011/2012 will be in the order of £75,000, which would mean minimal marketing activity and the loss of the city centre events programme. In addition, this would be further affected by the loss of campaigns and work that has been carried out by Hadrian's Wall Heritage Limited and Cumbria Tourism.

The Economic Development Directorate is currently consulting with employees and unions on a revised directorate structure that may also see the reduction of conference and tourism staff from a team of 8 (excluding TIC staff) to 1. It should be noted that many of these staff are on temporary contracts or employed by Cumbria Tourism, and in terms of City Council staff, it will reduce by 50%.

In the light of the current funding climate sustaining the momentum of the partnership will prove extremely difficult. It is anticipated that a revised approach to delivery will be required and a proposal to this effect is contained below.

1.4 City Centre Partnership

The City Centre Partnership was developed via Carlisle Renaissance, as included in their 2009 – 2012 Action Plan.

The City Centre Partnership was developed to bring together the City Council, County Council, city centre businesses, the Chamber of Commerce and other public sector bodies to lead the management and promotion of the area, lobby and influence others to strengthen its vitality and stimulate new investment and employment opportunities. The partnership has for some time now supported the idea of developing a community interest company to take forward their aspirations and deliver these in partnership.

The partners engaged GJR Consulting (April 2010) to draft a development programme for the partnership (the consultants final report can be found at Appendix A) and test business support for the formation of a business improvement district (BID), capable of levying a business rates supplement from a clearly defined commercial area, for re-investment in the same area.

The consultants draft development programme proposed the following specific objectives:

- Improve management and maintenance arrangements to enhance environmental quality, security and public safety and improve customer satisfaction;
- Improve communications and cooperation working between businesses, statutory authorities, local public and private sector bodies;
- Take forward promotion and marketing activity to encourage additional visitors and to improve developed/investor perceptions of the city; and
- Secure resources to; deliver improvements to the public realm and accessibility, promote the visitor economy and improve the viability of local businesses.

In order to move forward with these objectives the consultants report proposed the establishment of a 'not for profit' company limited by guarantee to drive forward the partnership objectives and pave the way for a vote by business occupiers on establishing a Business Improvement District in the city centre.

The new 'not for profit' company would seek to address the objectives above and address the major themes identified by local businesses (laid out in the report p18-20). By demonstrating the value of this new approach the consultants suggest that local businesses will then appreciate the importance and potential of delivering a BID.

The consultants report outlines a comprehensive guide to developing a BID company (see p28-29) and proposes that the City Council supports the work of the partnership and provides resources to set up and assist with the operation of the BID Company. It was anticipated that these set up costs would be approximately £50-150k, with the higher figure resulting from the employment of a dedicated City Centre manager within the period leading up to a formal BID.

The City Centre Partnership, Steering Group met in September 2010 and resolved to make this proposal to our Executive.

1.5 Current financial context

As Members will be aware the Government's Comprehensive Spending Review has brought significant negative implications for the Council's revenue and capital budgets. These challenges have been addressed in the Council's draft budget for 2011-12 and the revised draft Medium Term Financial Plan. The Council's capacity for revenue investment in external partnerships has been significantly reduced due to external spending pressures and consequently a revised approach is required in order to make progress on our visitor economy and city centre development.

2. New Partnership Proposals

In order to address the financial constraints outlined above and also align these plans with the work of the Cumbria Enterprise Partnership, Local Strategic Partnership and Economic Development and Enterprise theme group, a working group of officers together with the Portfolio Holder have developed the following proposals.

Essentially these proposals seek to bring together into a more cost efficient model for the two partnerships outlined above. In addition to the functions of these two partnerships the proposed model also seeks to incorporate a working relationship

with Further and Higher Education partners and also seek Government grant support for the creation of jobs via the Regional Growth Fund.

It is proposed that this combined model would take the form of a 'not for profit' company limited by guarantee (in much the same way as the City Centre BID company).

2.1 Company roles -

This newly incorporated company would take a key role in delivering the following:

- A **comprehensive marketing strategy** for the City incorporating those elements currently covered by Carlisle Tourism – accommodation, attractions, activities, eating out, shopping etc. and also work to attract tourism, retail and hospitality businesses to Carlisle.
- An annual self sustaining city and district **events programme**. To be delivered by the company itself or in partnership with others.
- Take the lead in managing **Tourist Information** in Carlisle
- **City-wide communication and coordination activities** designed to meet the concerns of local retailers as expressed in the consultants report (p19).
- **Direct advice and support** to existing and new retail, tourism and hospitality businesses – working with existing partners and local education providers
- Partnership working with both FE and HE providers to **develop retail, hospitality / catering and tourism skills**.
- Specific work with key partners to develop Carlisle's **cultural and night time economies**.
- **Advocating and lobbying activities** in relation to future planning and development work such as the Local Development Framework.

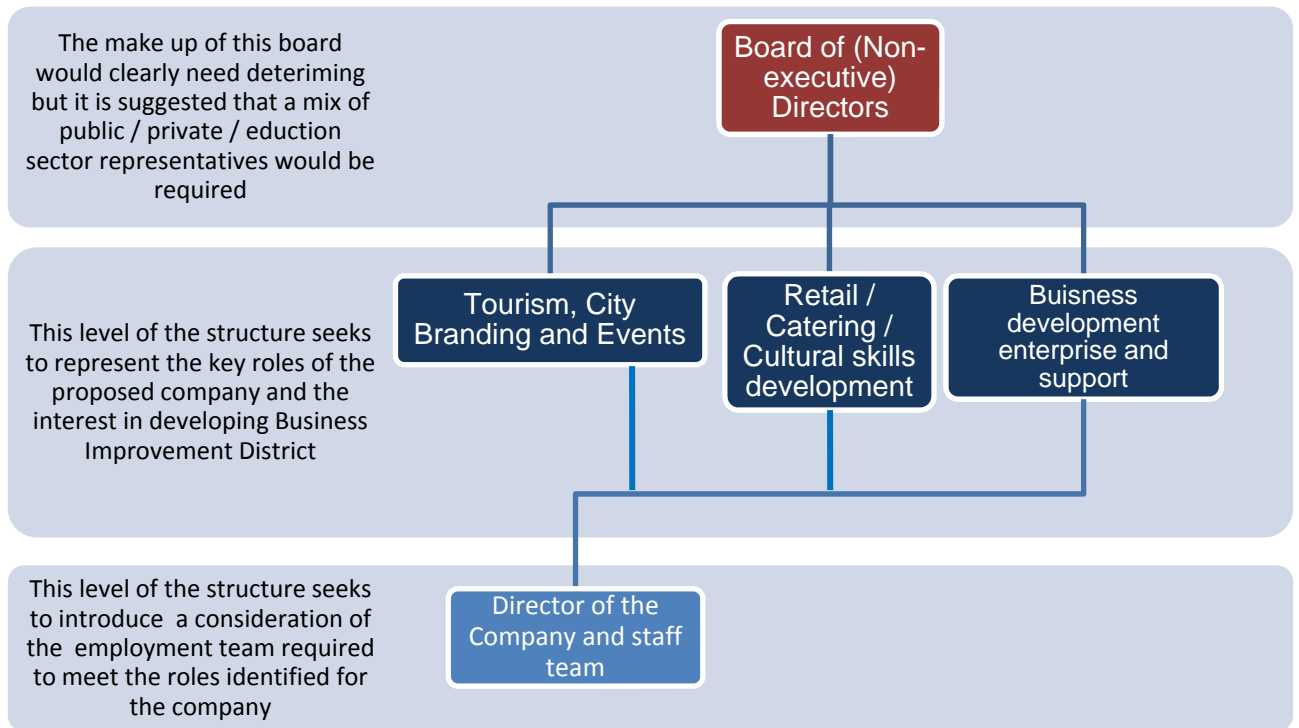
Further to these activities the proposed company would also take responsibility for developing any move towards the incorporation of a Business Improvement District, covering the area identified in the consultants report or any revised footprint.

2.2 Company development-

The development of a new 'not for profit' company designed to deliver on the roles identified above may require the agreement of a number of different existing and potentially new partners.

The draft structure and proposed time plan below represents an outline of the potential way forward.

Potential Company Structure



Proposed time plan

Carlisle City Council considerations

- Executive 19th January 2011
- Economy and Environment Overview and Scrutiny 20th January 2011
- Executive 14th March 2011
- 7th March 2011
- March 2011 (tba)

Proposals to Carlisle Tourism Partnership
Proposals to City Centre Partnership, Steering Group

Proposals to other potential stakeholders (e.g. Carlisle College, University of Cumbria)

- February / March 2011

Subject to agreement of all stakeholders commencement of the new company

- April 2011

2.3 Proposed funding arrangements for the new company

It is proposed that potential stakeholders in the new venture be consulted with regard to role, structure and funding of the company.

It is clear from the work undertaken to produce the Carlisle City Centre Partnership Development Plan that 'seed' funding would be required to set up the proposed

arrangements and also provide operational revenue during the early period, pre any ballot for a Business Improvement District.

The 'seed' funding described in the consultants report attached (Appendix A – p33) estimates costs to be in the order of £50-£150k over the initial period. Subject to Members views on the proposal, detailed costings (within current draft budget proposals) would be developed to accompany any proposals to potential partners / stakeholders.

The longer term (post first 24 months) funding aspirations for the company would be to become self sustaining. It is intended that this would be achieved by levying a business rates supplement (estimated at 1% above current rates), developing operational income streams and seeking additional sponsorship and support from bids to government agencies and the private sector.

3. CONSULTATION

- 3.1 Consultation to Date – has been in an informal capacity with Members of the City Centre Partnership and also at a meeting of tourism, retail and education providers organised by our local M.P. John Stevenson.
- 2.1 Consultation proposed – is as outlined in the table above. Further consultation may be required (subject to the views of the City Centre Partnership) with city centre retailers and other key players in the tourism sector.

4. RECOMMENDATIONS

- 1. That the Executive consider the outline proposals contained within this report before seeking the views of the Environment and Economy Overview and Scrutiny Committee (20th January 2011) on the proposed way forward.

5. IMPLICATIONS - TBC

- Staffing/Resources – None at this stage.
- Financial – At this proposals stage this report presents no financial implications for the Council. The proposals contain outline figures for the development of the Community Interest Company; these are suggested to be in the region of £50k-£150k. It is anticipated that the Council with partners would seek to meet these requires by raising investment from all stakeholders. Any direct investment in the company from the Council would be from within the proposed 2011/12 budget.
- Legal – Community Interest Companies (CICS) are limited companies, with special additional features, created for the use of people who want to conduct a business or other activity for community benefit, and not purely for private advantage. This is achieved by a "community interest test" and "asset lock", which ensures that the CIC is established for community purposes and the assets and profits are dedicated to these purposes. Registration of a company as a CIC has to be approved by the CIC Regulator who also has a continuing monitoring and enforcement role.
- Risk Management – In developing this proposal the working group has sought to mitigate the risk of withdrawing or significantly reducing the development of the visitor economy in Carlisle. Should the proposals receive the support of the Executive a full risk assessment and project plan will be developed.
- Environmental – No implications at this stage. Any future 'Company' may wish to work with the Council and other partners to improve the environmental appearance of the City Centre and also address any issues of environmental sustainability.
- Crime and Disorder – None at this stage. Any future 'Company' may wish to work with Community Safety Partners to address city centre safety and crime related issues.
- Impact on Customers – None at this stage. Any future 'Company' may focus on the supporting the needs of stakeholder customers by joint or collective working on issues such as access to services and transport.
- Equality and Diversity – None at this stage. Should the 'Company' proposal receive support an impact assessment of its plans would be undertaken.

Impact assessments

Does the change have an impact on the following?

Equality Impact Screening	Impact Yes/No?	Is the impact positive or negative?
Does the policy/service impact on the following?	NO	
Age	NO	
Disability	NO	
Race	NO	
Gender/ Transgender	NO	
Sexual Orientation	NO	
Religion or belief	NO	
Human Rights	NO	
Health inequalities	NO	
Rurality	NO	

If you consider there is either no impact or no negative impact, please give reasons:

At this stage it is difficult to clearly identify the impact of these proposals. Once stakeholders have been identified and engaged an impact assessment will be conducted.

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If an equality Impact is necessary, please contact the P&P team.

Carlisle City Centre Partnership



Development Plan

April 2010

Produced by GJR Consulting

Contents

Executive Summary, 3

Background, 7

Context, 12

Development path, 26

Process, 39

Business Plan, 48

Appendices, 55

Executive Summary



This report seeks to outline a development path for the Carlisle City Centre Partnership. A way forward which helps to address current challenges in the day to day management of the commercial hub of the city and one that provides a foundation for future growth; to enhance the wellbeing of all those that visit, work, live and do business in Carlisle.

Trading performance has been challenged during the economic downturn and public finance has become increasingly difficult to access. As such both the business community and public authorities have begun to recognise the need for innovative solutions to provide for a positive future. The current recession has tested the trading pattern of the city and Carlisle's position as a regional destination. Other retail centres have continued to develop and actively promote themselves to a more discerning customer audience and businesses in many other towns have developed

mature partnerships which have been able to respond to their own issues and opportunities.

To help drive forward the city centre, the Partnership Steering Group has commissioned a study to help identify a development plan to evolve the current city centre structure towards greater formality and potentially a Business Improvement District (BID).

Helping to inform this work, feedback has been sought from both the private and public sectors. Over 30 retail businesses have been interviewed together with presentations and workshops with relevant Council departments.

Informed by:

- City Council Member & Officials
- 32 retailers
- The Lanes shopping centre
- City Centre Partnership Steering Group
- Economic Development & Enterprise Priority Group
- Carlisle Renaissance
- Tourism agency
- Licensing & Highways

Feedback from business has indicated that greater promotion would be welcomed together with an improvement in the quality of the street environment and better amenities, particularly parking. Stimulating late night trading and a better retail mix have also been identified as important priorities. More effective communication, a better provision of information, greater clarity to roles and responsibilities and a more commercial approach are deemed essential to improve city centre management moving forward.

To maintain its competitive position, Carlisle should respond to this feedback. Early intervention will provide a better platform for business to prosper as the economy emerges from its downturn and will create an opportunity for accelerating a positive trend.

The development plan explores the potential for a Business Improvement District to help lead this intervention – a collective voice and sustainable resource to help facilitate competitive advantage and resolve current issues, which have inhibited effective partnership working between the public authorities and business community.

For Carlisle a BID would provide greater strategic context for business, galvanise the business community, statutory authorities and local community behind a common vision for the city and generate an enhanced income stream in excess of £230,000, which would benefit the whole area in terms of service provision.

A BID would provide the business community with an ability to influence and help shape change. For the Council it would provide a more effective vehicle for communication with business and strengthen any case the Council may put forward for investment in Carlisle.

The Partnership Steering Group, in this evolved form, would be able to deliver tangible improvements to the area it represents and demonstrate clear and measurable benefits for business through the implementation of operational and marketing programmes; helping to drive both the commercial and community well being of the city centre.

A Business Improvement District would embrace the whole of the business community behind the future development of Carlisle city centre and help ensure it continues to meet the needs of investors, employers, employees, shoppers and visitors alike.

Specifically, as a Business Improvement District, the Partnership would be able to provide:

- **Leverage:** a more structured, collective and inclusive Partnership; a stronger voice to influence and help shape city centre priorities;
- **Sustainability:** a five year mandate to provide for medium term planning;
- **Profile:** better promotion of the city centre to help retain and attract new footfall;
- **Operational delivery:** additional services to improve the quality of the street environment;
- **Budget:** a sustainable annual budget raised primarily through a business rate levy.

The development plan suggests there is an opportunity for the Partnership Steering Group to be developed, an opportunity for the Partnership to consult with the business community and wider stakeholder groups prior to undertaking a formal ballot for the creation of a Business Improvement District.

The study outlines a measured programme of work which will help develop the Partnership towards a Business Improvement District over a period of 18-24 months.

The report recommends:

- Carlisle City Centre Partnership establish a BID Company (limited by guarantee, non-for-profit) and adopt a city centre leadership role;
- The BID Company set an agenda aimed towards Business Improvement District status within an 18-24 month time frame;
- The geographical footprint of the proposed BID focus on the retail hub of the city centre and its associated heritage offer;
- A two tier structure be developed which incorporates a retail led BID which works within a formalised economic development framework;
- A new City Centre Manager role be established, distinct from that currently present, working operationally to the BID company Board;
- Consultation and consensus building be undertaken amongst the business community and wider stakeholders, to ascertain the wider appetite for creating a BID and the identification of project champions to drive the initiative forward;
- The City Council provide 'seed funding' for the period leading up to a formal ballot and BID company members contribute resources towards the development programme;
- A business plan be formalised through consultation which reflects the commercial needs of the city centre; its objectives being business leadership, increasing footfall,

enhancing the visitor experience, leveraging investment and improving communication;

- Commercially focused activity in the city centre be positioned under the 'umbrella' of the BID company - that the City Council consider delegating the leasing of 'commercial pitches' and management of the 'radio link' scheme to the BID company;
- An increase in city centre activities under the 'BID company banner', to demonstrate the added value from collective action;
- The Council commit resources to undertaking the ballot, drawing up an operating agreement and defining baseline services;
- BID management expertise be identified to provide additional resource and help guide the development process forward.

- Set up BID Company
- Identify champions
- Engage with business
- Agree geography and structure
- Secure seed funding
- Develop business plan
- Increase and re-position activity
- Re-define City Centre Manager role
- Undertake ballot campaign

During the early stages of the development plan, the City Council will need to play an important enabling role to provide the environment for a more formal partnership to grow and prosper. As the process develops so business champions will come to the fore as the 'public face' and drivers of the initiative.

Greater clarity to roles and responsibilities, the consolidation of specific activities within a refreshed and formal city centre management structure, a more commercial approach and effective communication will be key success factors.

- **Clarity**
- **Consolidated**
- A **Commercial** approach
- Effective **Communication**

This development plan sets out a way forward for the Carlisle City Centre Partnership. It details a process for developing the current Partnership towards formality, and identifies the issues to be overcome in establishing a Business Improvement District.



Background

Carlisle

Carlisle Renaissance

Development brief

Methodology

Carlisle

Carlisle is a busy industrial city with a market charter. It also has a very large rural hinterland. The urban population is around 70,000 and that of the district as whole is over 100,000. It is Cumbria's capital city, home of Radio Cumbria, Border TV, and a variety of industries including United Biscuits and Pirrelli. It has a long history, well portrayed in the Tullie House Museum, and contains Cumbria's only cathedral. It is a major railway junction, with routes to Scotland, London, Newcastle, West Cumbria and the Settle-Carlisle Railway.

The city centre is a focus for retail, office, leisure and public services. Carlisle needs to sustain and develop its city centre for residents, visitors, and businesses alike. Carlisle is the main shopping centre in the northern half of Cumbria, and south-west Scotland.

In an increasingly competitive environment the need for Carlisle to manage itself as a destination has never been greater. Even more so given the current pressure on public funding and available budget for city centre related activities.

In this climate, formal Partnerships, and more specifically Business Improvement Districts, can provide organisational models which bring together the business community, both occupiers and owners, and the public authorities, to work together for the benefit of specific locations.

As more formal organisations they have the ability to provide a collective response to help protect the commercial wellbeing of town and city centres.

It is to the possibility of developing a more formal partnership for Carlisle city centre that this development plan concerns itself.

Carlisle Renaissance

Carlisle Renaissance is a partnership founded by Carlisle City Council, Cumbria County Council, the Northwest Development Agency and representatives from the private-sector and Cumbria Vision. It has a private-sector-led Board, providing vision and strategic direction with a delivery team attending to the priorities set.

Its vision: to establish Carlisle as a must-see heritage city, with a world class University, successful city centre, and the infrastructure to support growth.

Its priorities: to support the expansion of higher education in Carlisle by developing Caldew Riverside for the University of Cumbria ; establish the Historic Quarter as a signature tourism product capable of attracting a growing number of visitors to Carlisle; strengthen the competitive position of Carlisle's city centre as a location for retail, leisure, cultural and commercial activities; and maximise the economic benefits of the M6 corridor through Carlisle and its strategic location for business.

It is the city centre priority that this report applies itself to; to help sustain and develop a vital and vibrant city centre.

Carlisle Renaissance works with partners to help ensure the city centre remains an environment where businesses choose to invest and can thrive, and where more people choose to live. Working with the City Council, Carlisle Renaissance has brought together a group of city centre businesses, the Chamber of Commerce, and public sector organisations to begin establishing a city centre partnership that can lead the management and promotion of the area, lobby and influence others to strengthen its vitality and stimulate new investment and employment opportunities.

In its 2010 Annual Report, Carlisle Renaissance committed itself to a new business-led city centre partnership, complete with a business plan that sets out its role and objectives.

Development brief

The purpose of this report is to supply a development program for the Carlisle City Centre Partnership:

- To understand the issues and the locality, identify and engage with stakeholders and build consensus. To include lobbying, speaking and influencing others on behalf of the city centre;
- To build a partnership structure, develop relationships and a business plan that states what the partnership will do, what it will cost and what the outcomes will be.

Specific objectives to:

- Improve management & maintenance arrangements to enhance environmental quality, security and public safety and improve customer satisfaction;
- Improve communications and cooperative working between businesses, statutory authorities, local public & private sector bodies;
- Take forward promotion and marketing activity to encourage additional visitors and to improve developer/investor perceptions of the city; and
- Secure resources to; deliver improvements to the public realm and accessibility, promote the visitor economy and improve the viability of local businesses.

In answering the brief GJR Consulting has; worked in close liaison with the Steering group; engaged with the business community and other stakeholders, understanding their needs and identifying key issues; identified and encouraged local champions and stakeholders to own the initiative themselves; begun consensus building behind said aims and aspirations and designed a development plan to drive it forward; provided the Steering Group with an action plan, business structure and communications overview; and helped promote the initiative towards a successful outcome.

The process has sought to guide the Carlisle City Centre Partnership Steering Group towards the successful delivery of its stated objectives.

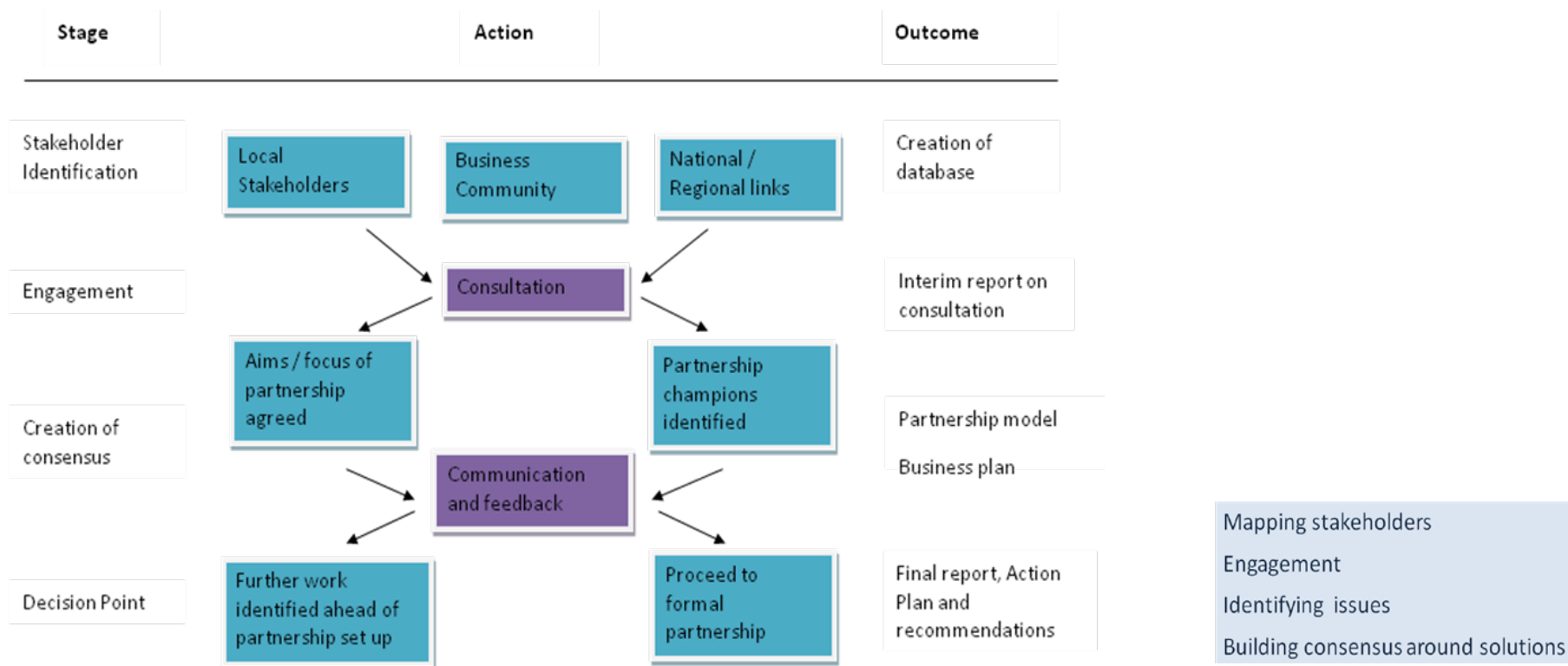
GJR Consulting has explained the process, requirements and benefits of a city centre partnership and begun to build an investment case for the Partnership which is tailored to its specific location and benefits as a wide a range of businesses and stakeholder groups as possible.

Methodology

The project's approach has been tailored to the local circumstances. It has employed a local "bottom up" analysis together with the 'top down' engagement of relevant regional and national contacts. The work has recognised the importance of engaging efficiently and effectively with stakeholders to achieve consensus and initiated a capacity building programme to deliver a series of outcomes that will act as building blocks for advancement of the partnership development programme.

A successful partnership has to have 'buy-in' from the majority of those who will help to support and potentially finance it – to ensure it evolves in a positive environment. This report sets out a mechanism to help reach out to all the concerned businesses and create a wider and inclusive consensus behind the Partnership.

Engagement with stakeholders must be wide ranging and effective:

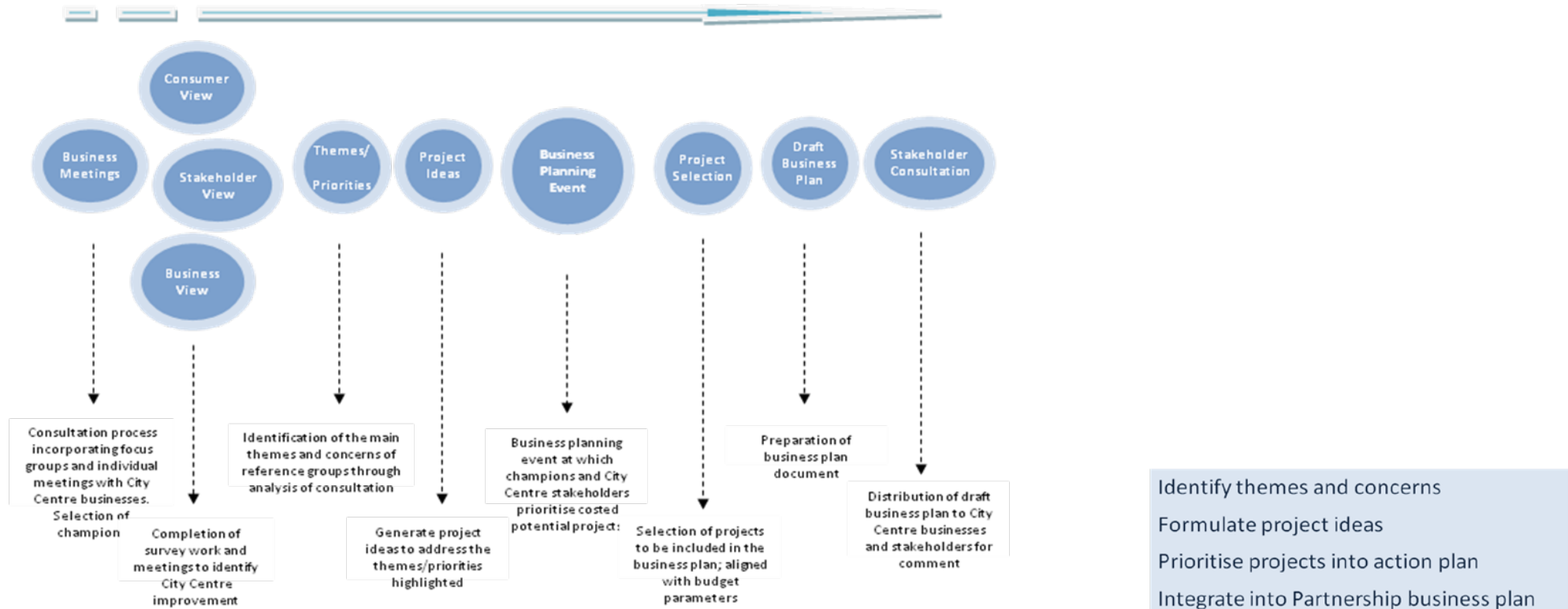


The report outlines a business plan development process and provides a draft consultation paper which can begin to speak to the business community and public agencies about the priorities of a more formal partnership and potential Business Improvement District.

It begins to outline a programme of activity across four key subject areas:

1. Marketing
2. Communication
3. Operations
4. Leadership & advocacy

Business planning - process flow chart





Context

Town centre management

Benefits of a formal approach

Partnership models

Business feedback

Challenges

Town Centre Management

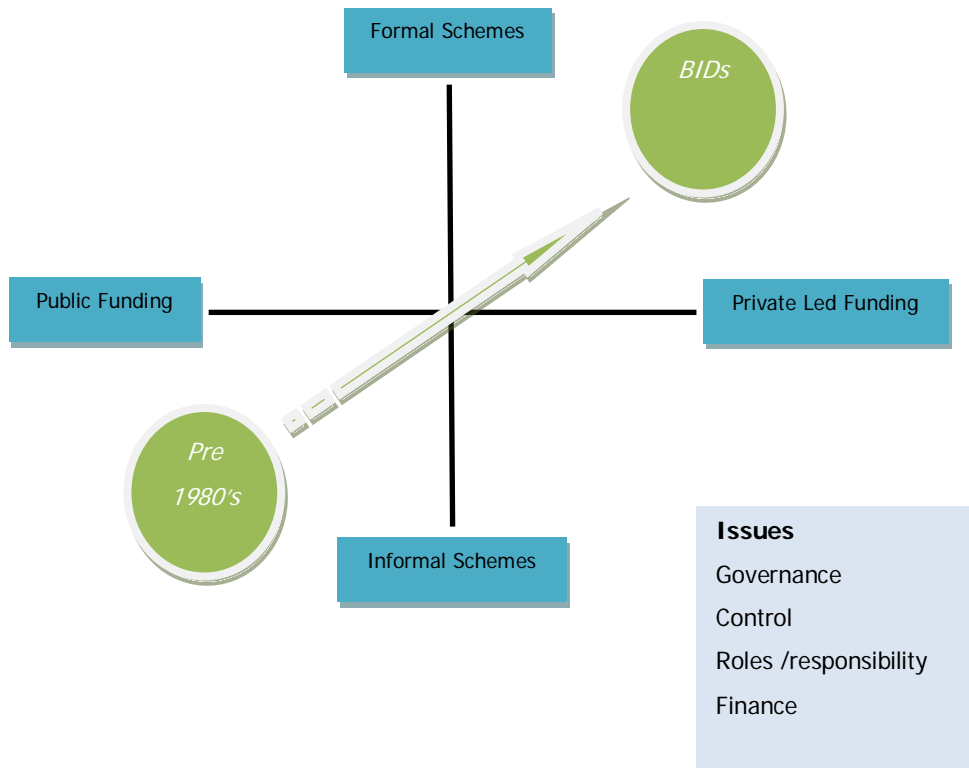
Responsibility for city centres has traditionally been divided between the public and private sectors – the private sector concentrating on individual properties and business interests, while local authorities have looked after the public realm and infrastructure. This relationship has begun to change in recent years with local authorities, in partnership with the private sector and the local community, developing city centre management strategies to better co-ordinate improvements.

It has been recognised that the effective management and promotion of individual city centres can help to enhance their vitality and viability. Working together the private and public sectors, together with the local community, can pool their resources to achieve sustainable development and tackle physical, economic and social exclusion problems.

Government guidance has further recognised that non-statutory management plans can contribute to the more effective delivery of Council objectives, as many factors affecting the quality of city centres lie outside the formal planning system.

There are over 600 town and city centre management schemes in the UK, 101 having developed into Business Improvement Districts since their inception in 2004. This proliferation of schemes has taken place over a period of 20 years before which few formal mechanisms were in place.

Evolution of town centre management:



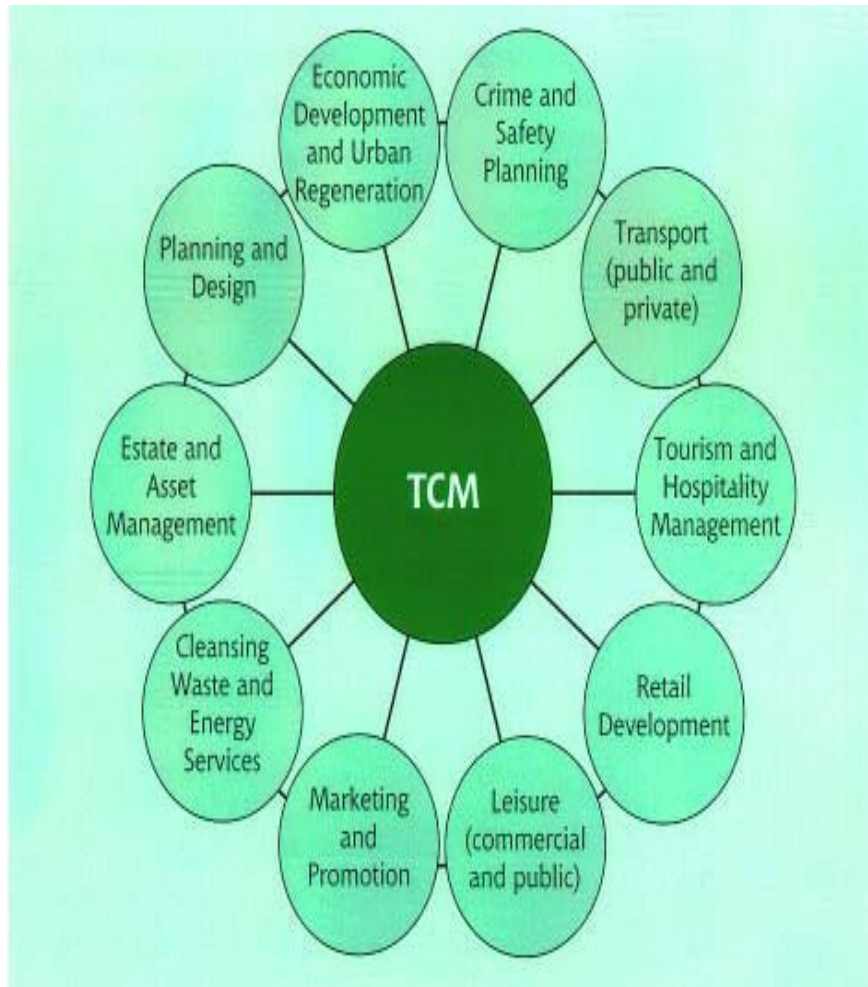
Today 'effective management of town (and city) centres is essential for enhancing and sustaining their vitality and viability.....a strategic approach to managing town (and city) centres should be developed in partnership with the police....functions within the local authorities, the private sector, property owners, transport operators and the local community' (UK Government 2005).

There is no single best model for city centre management, or indeed place management, as the sector is now increasingly becoming known. Each location should be locally relevant and respond to the needs of the local environment, its business constituents and wider stakeholders. The development of a partnership should be 'demand led'.

- Examples of Town Centre models**
- Statutory provision only
 - Council led schemes
 - Public / private partnerships
 - Voluntary
 - Formal
 - Employer Groups
 - Business Improvement Districts
 - Community Interest Companies

In evolving towards a more formal arrangement there are common issues surrounding the areas of governance, control, roles and responsibilities and finance. This work seeks to identify these and provide a means to overcome.

The illustration below highlights the wide range of service areas which interact with effective town centre management schemes:



Benefits of a formal approach

A more formal partnership approach will deliver clear and measurable benefits to the city centre, improving the Partnership's ability to deliver tangible improvement to the business district it represents. It will enhance Carlisle's position as an important regional retail destination.

Developing towards a Business Improvement District will enable the current organisation to evolve, assume a more strategic role in the development of Carlisle city centre and provide added value back to its members. A more formal approach will help deliver:

New investment

A Business Improvement District will be able to deliver a dynamic programme of operational and promotional activities and help to create an environment more conducive to attracting new investment and retail and leisure occupiers.

Embracing a Business Improvement District will create a more significant business led organisation to work with the statutory agencies, owners and developers and help deliver improvement to the area.

A BID will be able to work in partnership with the Council to help facilitate improvements in the public realm, transportation, connectivity, the night time economy and the built environment.

A BID will have the opportunity to help shape the future development of Carlisle city centre and take an important role in the development of a stronger profile and identity for the city.

Sustainability

Formality will help to effectively manage the city centre. For the period of a BID mandate the Partnership will have an annual income stream from which to deliver an agreed business plan. This will also provide for a medium term strategy to be pursued to help enhance the economic and social welfare of the city centre, in partnership with the public authorities.

Specifically a BID mandate will deliver core funding for the appointment of a bespoke BID team.

Profile

A larger formal entity will bring enhanced profile to the organisation. The BID company's ability to facilitate change and influence policy will grow by nature of its increased size, status and membership base.

Operational and promotional activity

A sustainable organisation with an identified income stream will provide for the development of an operational and promotional programme of activity. This activity is likely to be focused on the following issues:

1. Driving footfall through events and promotional activity;
2. Improving the perception of safety and reducing the level of retail and street crime;
3. Helping to facilitate an upgraded streetscape;
4. Creating an environment to attract new investment.

Scale

Size will bring economies of scale and provide for additional services in the city centre. Management overhead will be spread across a greater number of members and therefore reflect a smaller percentage to total than with informal schemes; where often a small number of businesses bear the financial burden.

Resource

A BID company will operate commercially and seek to attract funding from a variety of sources, based on its core funding from the BID levy. These sources may include:

- trading income;
- contributions from property interests and developers;
- public sector funding;
- grants.

The BID company should have an office provision in the city centre itself to provide a visible presence, good connectivity with the business community and a 'sense of being' as a Carlisle business-owned company.

The development of a BID company should be funded by the City Council and voluntary business contributions.

Partnership Models

As the development brief seeks to develop the current arrangements and secure a more formal and business focused public – private partnership, the following section summarises three of the more business led models:

Business Improvement Districts

Business Improvement Districts are flexible funding mechanisms designed to improve and manage clearly defined commercial areas. The enabling legislation for their creation was provided by the Government White Paper 'Strong Local Leadership – Quality Public Services' published in December 2002 and the Local Government Act 2003 (part 4). This evolution in the management of city centres has provided the opportunity for the 600 town and city centre schemes in the UK to develop a more formal status, one which is both sustainable and inclusive.

The shift towards formality has resulted in significant changes to the manner in which partnerships are governed, the roles and responsibilities of the public and private sector, their finance and control. A city centre partnership can now operate as a totally informal vehicle funded in a traditional manner through public agencies, as a fully constituted company, led by business with its core funding being provided by the business community or at any point between the two polarities.

Based upon the principle of an additional levy on business occupiers, Business Improvement Districts are created following a ballot of defined rate payers. Once a ballot is successful, which must achieve both a majority of the number of business constituents and the proportion of rateable value they represent, the levy becomes mandatory for all in the specified geographical area for a period of 1-5 years. Experience from the 101 Business Improvement Districts currently operating in the UK demonstrates

there is no optimum size or type of Business Improvement District, only that they should be 'fit for purpose' for each individual location. Organisations have been created, for example, to improve the commercial potential of the area in which they operate, lobby for change, reduce crime, improve the quality of the street environment, raise income and provide a mechanism for inclusivity.

Community Interest Companies (CICs)

Community interest companies (CIC) are a type of limited company designed specifically for those wishing to operate for the benefit of the community rather than for the benefit of the owners of the company; for social enterprises that want to use their profits and assets for the public good. A CIC cannot be formed or used solely for the personal gain of a particular person, or group of people. They are intended to be easy to set up and have the flexibility of the familiar company form with access to a range of financing options.

There is no single legal model for social enterprise. They include companies limited by guarantee, industrial and provident societies, and companies limited by shares; some organisations are unincorporated associations and others are registered charities. CICs are subject to dual regulations by both the CIC Regulator and Companies House. When registering a company with Companies House a community interest statement will be required to describe the social purpose of the organisation.

CICs have a statutory "Asset Lock" to prevent the assets and profits being distributed, except as permitted by legislation. This ensures the assets and profits are retained within the CIC for community purposes, or transferred to another asset-locked organisation, such as another CIC or charity.

Social enterprises are diverse. They include local community enterprises, social firms, mutual organisations such as co-

operatives, and large-scale organisations operating nationally or internationally. A CIC cannot be formed to support political activities.

Social enterprises tackle a wide range of social and environmental issues and operate in all parts of the economy. By using business solutions to achieve public good, it is believed that social enterprises have a distinct and valuable role to play in helping create a strong, sustainable and socially inclusive economy.

Voluntary Partnerships

Voluntary Partnerships usually incorporate a smaller number of larger organisations, who agree to work together with a common interest to leverage their collective strength for change, particularly with respect to influencing public authorities. One good example to illustrate this model is the South Bank Employers Group.

Over the last two decades a network has developed of organisations and individuals with an interest in the future of London's South Bank. The South Bank Employers' Group started meeting in 1990 and, having formed in 1995, today bring together 16 major organisations.

The Group is an association of the major organisations in South Bank, Waterloo and Blackfriars dedicated to achieving the best possible experience for employees, residents and visitors to the area. The Group is a non-profit company limited by guarantee, governed by a Board appointed by its members.

Its principal areas of activity focus on improving the public realm, marketing the area as a visitor destination, developing local skills and access to jobs as well as projects which support the community. It is focused on physically improving the urban environment and the facilities available for residents and employees.

With just 16 formal members the South Bank Employers' Group is lean and fast-moving, committed to making a lasting impact on the South Bank neighbourhood as well as a worthwhile contribution to the boroughs in which it sits. It seeks to drive change by pioneering innovative partnerships between the public and private sector. It ensures all interests are effectively represented and managed in the area by embracing businesses from the wider community in a number of sub-groups.

Together with the South Bank Partnership, the South Bank Employers' Group has agreed with the main political parties a manifesto and 'vision' for the area. By developing specific projects which fit into that 'vision' and a parallel urban design strategy they have achieved a substantial transformation of the South Bank.

The model's limitation in terms of membership is balanced with its strategic agenda and its members being large employers, with a long term ambition for the area. Each of these is able to contribute significantly to an operational budget.

Decision making can be more dynamic given the style of membership but the issue of 'free loading' remains whereby a larger number of organisations share the benefits without contributing towards the work.

Business Feedback

Major themes

- The City is important
- An appetite for a City Centre Partnership
- Flexibility for change
- Economic development v tactical delivery
- Lack of clarity & accountability
- Geographic focus
- Stakeholder groups v formal partnerships
- Communication
- *'Them & us'* culture

Feedback has clearly demonstrated the importance of Carlisle City Centre; whether as a commercial hub, an employment centre, a place to visit, to do business or for its contribution towards the economic wellbeing of Carlisle and the wider region. All stakeholders recognised this point and supported the work programme to take forward and develop the City Centre Partnership.

As both an enabling agency and commercial driver, a more developed City Centre Partnership is deemed necessary to help resolve current issues and develop a vision and work programme to take the city centre forward. Feedback suggested there is an unnecessary plethora of informal committees and steering groups which provided for a lack of clarity to where responsibility lay for the delivery of set programmes, projects and statutory services. It was felt a more formal partnership would provide a single point from which activity could be both delivered and communicated.

During dialogue with both the public agencies and business community a sense of flexibility was evidenced which, in principle at least, will help to provide an environment conducive to change. In practice it was recognised that the City Council will have to play an important enabling role in devolving more responsibility to a business led partnership and 'pump priming' the development plan agreed.

At present there is a lack of clarity regarding the City Centre Manager role. While much of the work undertaken is of a statutory nature (licensing, compliance, enforcement, insurances and permissions), and required for the effective management of the city centre, the business community expect a very different input from such a named position. The need for re-structuring current roles and responsibilities has been acknowledged.

Feedback provided has been of both a tactical and strategic nature and does provide one of the greatest challenges for the development of a partnership moving forward. It is very difficult for a city centre partnership to directly influence matters of economic development such as dereliction, retail mix and inward investment but it can be very effective in the delivery of operational and promotional programmes and acting as an advocate for change on behalf of the business community. Any evolution in structure moving forward, to address the range of issues identified, will require a two tier approach, one focusing on economic development and the other tactical delivery.

Currently there exists a disconnect between the daytime and night time economies. The geographic focus of the entertainment offer has attracted particular criticism for its appearance and the levels of dereliction which are apparent as the district heads southwards towards London Road. This is not an issue the City Centre Partnership can directly affect, but only influence change over a period of time through collective voice.

The different locations of the leisure and retail offers may create difficulty in building an effective partnership that can embrace both sectors, particularly given their different focus and needs, not least trading patterns. As such feedback has been split as to the ability of the two co-existing as part of a single partnership moving forward.

An over-riding theme is communication. Retailers in particular seem unaware of things going on in the city centre and do not understand the most effective way to make contact and communicate with different agencies and organisations. Within the public authorities the responsibility for certain service areas seem 'blurred'.

Promotion and marketing was a particular area of frustration together with the schedule of janitorial services and co-ordination of activity in the pedestrian space, which dominates the retail hub.

Regarding this latter point it was felt by both the relevant council functions and business community that clearer boundaries should be set between the programme design and its operational compliance, which is a statutory obligation. Frustrations exist between the Council and business community and clarity is sought between Council departments.

During a number of meetings and conversations a divide became apparent between the business community and Council. Feedback emphasised the importance of effective communication in taking forward an effective programme of change, together with greater formality, accountability and focus.

Retailer feedback

To better understand the views of the wider business community as to the issues they feel are important, and their priorities for a future partnership, 32 different retailers were interviewed via a mix of one to one meetings, presentation and telephone conversations. This group represented a mix of large space users, multiples and small independents.

Issues identified

- **Communication**
- **Information provision**
- **Footfall**
- Identity / promotion
- Activity in pedestrianised area
- Parking
- Retail mix / empty units
- Late night trading
- Places to eat
- Anti-social behaviour
- Dereliction

Communication

Retailers felt communication was poor between the Council and themselves and that often they were not aware of events and activities taking place in the city centre. There is a feeling that access to public services and personnel was difficult and not understood fully. Clarity is sought to decision making as often the same issues were discussed by different groups and committees which provided for a feeling of confusion on direction and accountability. The promotion of Christmas, in particular, was mentioned in relation to this matter.

Information provision

Greater information is deemed necessary. Linked to the need for better communication, it was felt better information was required with respect to town centre activities, accessibility issues and the shopping and leisure offer. It was acknowledged that material may be available but that it was not effectively finding its target audience. A town centre guide is a specific item called for together with clearer updates of news and events to the business community.

Footfall and promotion

The major commercial issue relates to footfall. All businesses commented on the need to drive the promotion of Carlisle to attract greater visitation and ensure its market share was not eroded by alternative destinations. It was felt more should be made of Carlisle's strengths to attract greater footfall to the City.

Cross promotion between the historical quarter and the retailing was cited as a good opportunity. It was also felt greater energy should be placed behind driving footfall in line with the retail calendar. Christmas was highlighted as an important period for trade and as such an enhanced Christmas lighting scheme should be procured together with a 'switch on' which better supports the retail community.

With respect to commercial pitches it was felt greater emphasis should be placed upon the enhancement of the city centre and complimenting its retail mix, rather than the activity being driven simply as an income opportunity.

Parking

Both the accessibility and cost of parking was cited as a problem for the city and something that inhibited visitation. A greater number of accessible spaces are deemed important for the city and any plans to reduce the numbers were discouraged.

Retail mix / empty units

Top end fashion brands and an eclectic range of independent traders were identified as gaps in the overall retail mix, together with eating opportunities in the shopping hub. It was felt proactive action should be taken to widen the mix with cities such as York and Chester being identified as good benchmarks. Empty units were noted as a problem and something both owners and the City Council should apply itself.

Late night trading

A major complaint was the current pattern of trade and the fact that shops ceased trading at 5.30 each evening - the only exceptions being Christmas, special events and promotions led by the Lanes shopping centre. It was felt more could be done to encourage late night shopping each Thursday and generally activating the shopping area after 5.30 with leisure and eating establishments.

Places to eat

Feedback suggested a lack of eating establishments in the city. It was felt that those present were either difficult to find or situated outside of the main retail core. Feedback suggested more should be done to facilitate a better offer in the shopping area, particularly for families. Advantage should be taken of the pedestrian space for seating.

Anti social behaviour

A small number of respondents mentioned anti-social behaviour as an issue that needed attention. Youths were seen as a problem in certain locations particularly towards Botchergate and the evening economy.

Dereliction

The lower end of Botchergate leading into London Road was generally regarded as an unacceptable face of the city, made worse by its role as a major route into the city from the south. It was felt the situation had been apparent for a number of years and had been left unresolved.

Tired streetscape

In places it was felt that the street furniture and general appearance of the city centre was a little tired and would benefit from investment. The large pedestrianised area, seating and paving were particularly noted. The general maintenance programme was perceived as insufficient and cleansing at times not correlated with the trading week.

Representative organisations

British Retail Consortium

<p>BID Policy</p>	<p>Support the development of BIDs against set criteria:</p> <ul style="list-style-type: none"> • The BID levy should be set between 1-1.5% of the rateable value • Potential BIDs should clearly illustrate their objectives, projects to be undertaken and how they will be measured • The services provided are clearly shown as additional to those provided by the statutory authorities • Property owners / developers are engaged within the process and ideally match fund the contributions (BID levy) invested by their retail/office occupiers • The operational and promotional programmes implemented should provide a return on investment for the business constituents contributing to the BID <p>The BRC have hired British BIDs to assess potential BIDs on their behalf. To review their business plans against the criteria set out.</p>
<p>Company structure</p>	<p>Corporate policy to support BIDs in the appropriate and agreed circumstances. Policy determined by Board made up from national retailers led by its Chief Executive.</p>
<p>Opportunities</p>	<p>BRC support will assist the ambition of a successful BID Ballot and consulting with its key retail members can assist the development of the BID proposal.</p>
<p>Threats/ Weaknesses</p>	<p>A number of the traditional supporters are becoming concerned of the increasing number of poor BIDs, both in the development of their business plan and their delivery against it. Measurement being a key area of weakness.</p>
<p>General comment</p>	<p>Satisfying the key criteria is important to the support of the BRC. BIDs are able to produce a plan outside of the model set out but risk a no vote on the grounds of not following the guidelines.</p>

British BIDs

BID Policy	<p>Supports the development of BIDs in the UK, providing guidance to emerging and established BIDs on matters relating to the set up and management of well run organisations.</p> <p>Holds a contract with both the British Retail Consortium and Intra Banking Rating Forum for reviewing emerging BIDs against agreed criteria set down.</p> <p>The organisation believes a number of rogue BIDs are beginning to appear which is threatening to create a lack of trust amongst the retail community and specifically multiples.</p>
Carlisle comment	<p>Will review business plans against set criteria and report back to the British Retail Consortium and Intra Banking Rating Forum. The assessment will help inform the decision making of those businesses that are members of the organisation.</p>
Opportunities	<p>Becoming a member of British BIDs will provide a good opportunity for ensuring the business plan meets the criteria by which it will be assessed.</p>
Threats/Weaknesses	<p>Conversely not being a member will leave the assessment a little more out of the control of the Partnership.</p>
General comment	<p>Carlisle Business Partnership should enrol as members of British BIDs.</p>

**ATCM
representative body for city centres**

BID Policy	<p>Support the development of BIDs in the UK. Led the initial pilot study into the introduction of BIDs into England and Wales many of which are now operating organisations. Work with Regional Development Agencies to develop towns into better partnerships and ultimately BIDs.</p>
Company structure	<p>Corporate policy to support development of BIDs. An important influence on the sector.</p>
Carlisle comment	<p>Aware that Carlisle has a reasonable history of city centre management which would place it in a reasonable position to evolve towards a BID. Also aware a falling away in the profile of the partnership in recent years.</p>
Opportunities	<p>Opportunity to use ATCM to help influence key decision makers and also review and add value to the development of the BID business plan in terms of its overall approach and acceptability to the retail community.</p>
Threats/ Weaknesses	<p>Agree that the BID sector is at an important point in its ongoing development. A number of ill conceived BIDs are appearing which may well provide evidence to businesses currently unsure of supporting the principle to back away. There is suggestion of this in the traditional city centre players.</p>
General comment	<p>It is essential that the potential BID is founded on solid ground and strong existing partnership that would receive good support from the local managers. Only with this will the business deliver true sustainability and a positive relationship with corporate offices.</p>

Intra Banking Rating Forum

BID Policy	A representative group of high street banks who meet to discuss property issues and occupancy costs. Have a co-ordinated view to BIDs – looking at them on their own merits and outsourcing the review of each proposal to British BIDs. British BIDs advise on matters of process and if the Business Plan fulfils the required criteria but falls short of recommending or otherwise which is ultimately left to the individual businesses.
Company structure	Property representatives from all of the major high street banks sit on the Rating Forum whom meet periodically to discuss policy issues and market conditions. Business rates are high on the agenda.
Carlisle comment	Do not necessarily take a view on individual sites but agree common guidance on support which is broadly in line with that set down by the BRC.
Opportunities	Gaining the support of this group is an effective way to achieve positive feedback from the individual members. Communication and membership of British BIDs is also helpful in creating an appetite for support.
Threats/Weaknesses	Losing the support of the group is likely to lead to negative feedback from individual businesses.
General comment	<p>A strong relationship with this group and with British BIDs is recommended. There broad criteria is as follows:</p> <ul style="list-style-type: none"> • The BID levy should be set at 1% • Programmes should deliver demonstrative benefits to businesses • Services provided should be additional to those provided by the statutory authorities • Funding from owners should be encouraged • Performance management systems should be in place

Corporate position

The majority of retailers reviewed each BID proposal on its own merits and took a view based upon that location, its needs and added value to the business. A number of businesses leant towards supporting well presented initiatives and a few had a general outlook of not supporting proposals. Often local managers would be encouraged to get involved with local issues to help drive business but were not provided with a financial resource.

The current trading environment was reported as very difficult. Many businesses are struggling to meet current occupancy costs and an added burden may not be welcome. Conversely some mentioned it is when times are difficult that it may be the time to invest in appropriate initiatives to drive business (for multiples only if this would be likely to increase the overall 'size of the cake' as deflection would not benefit their overall business – having outlets in neighbouring shopping locations). Sometimes pro-active town centre initiatives benefit most the department stores that have large catchment areas and independents with a greater stake in a particular destination.

The Carlisle City Centre Partnership was encouraged to work with local managers to add value to the town's commercial wellbeing.

In order to take an informed opinion, businesses sought clear and well thought out business plans which demonstrate tangible improvement and commercial benefit which can be measured effectively.

There was a requirement for strong partnership.

Most businesses reported a structure which included a number of different management layers – each business different depending upon its size and culture. There will be a need to manage

engagement at a number of levels within a business although the local view will be an important ingredient.

To assist member decision making, both the British Retail Consortium and Intra Banking Rating Forum have arrangements with 'British BID's' to assess BID proposals against set criteria. As such membership of 'British BID's' would be recommended.

Challenges

In taking forward the ambition of a more formal partnership and developing the current City Centre Partnership into something which can help drive the wellbeing of the commercial centre of Carlisle, a number of issues have been identified.

- Governance
- Roles & responsibilities
- Control
- Budget
- Day time / night time economy
- Fragmentation
- Personnel
- Geography

Overcoming these issues, which are outlined in this report, will require the support and input of all parties and a joint ownership of both the challenges and solutions. A shared vision will help to guide the work under the stewardship of 'project champions'.

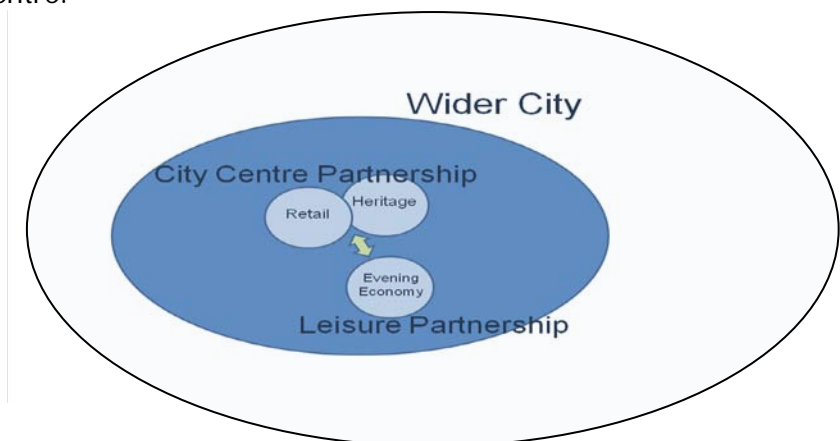
Geography

Geography is a particular challenge. The actual footprint of a future partnership is an important decision that needs to be made. Feedback is mixed to the appropriate boundaries which should be put into place.

Clearly an approach to embrace each of the different sectors in the city will enable the promotional work to appeal to a wider audience but the differing needs and focus of these may lead to conflicting demands upon resource.

With particular regard to the night time economy policy has led to the nucleus of the eating and entertainment offer being detached from the retailing centre and thus provides further barriers to the effective management of a mixed use area.

The issue of dereliction has also challenged the development path of the partnership as issues such as this are matters of economic development (planning and investment decisions) rather than the tactical delivery of operational and promotional services which can be effectively delivered by a more formal partnership. These wider regeneration issues lie largely outside of the commercial hub of the city centre.



It is likely the most effective way forward would be to consider a two tier approach, the City Centre Partnership operating within an overall economic development framework with the daytime and night time economies having bespoke vehicles for driving their own local agenda and objectives which have different requirements and focus.

Commercial Strategy

In order to facilitate the successful development of the Partnership a number of strategies should be considered. An important ingredient being to stress the distinctive commercial benefits a business led Partnership can deliver:

- **Business case.** It should be emphasised that a business led Partnership is an investment from which business benefits are expected in return, rather than a fee, contribution, levy or tax, and appropriate language should be used accordingly;
- **Business driven.** Objectives should be driven by the needs of local businesses, and delivery managed by them;
- **Competitive advantage.** Experience has shown that businesses which invest through a recession reap enormous advantage when the market returns;

It is in difficult times that investment into the quality of city centres, their street environment and promotion will help ensure market share is maintained. Destination of choice also assists with staff retention which can best place an organisation as the market improves.

- **Collective leverage.** At a time when direct investment in a business may be difficult (no finance available, business case approvals difficult to achieve), a revenue based payment which can

be pooled to achieve significant interventions can be an attractive alternative;

- **Local accountability.** Voluntary business funding and in-particular a BID levy are not taxes; they are raised, managed and spent locally on those issues that are of direct concern to the contributors. That level of accountability with measurable results will be attractive to business;
- **Business champions.** Local champions are important to help promote Partnership initiatives and will be even more so in a downturn. Engaging champions from other towns and cities to share best practice and business advantage from recent new or especially refreshed mandates may prove valuable;
- **Property owners.** One of the key features of successful Partnerships has been the ability to leverage additional or matched contributions from key property owners;
- **Commercial approach.** With specific respect to BIDs, payments should not be promoted as a levy but as an investment in improved performance which, if anything, challenging economic circumstances render even more important. The case should be bolstered by reference to successful outcomes elsewhere, using external champions and ambassadors as appropriate.



Development Path

Current position

Partnership evolution

Business Improvement Districts

Key considerations

Risks

Property sector

Current position

The need for change

In an ever increasing competitive environment the need for Carlisle to manage itself as a destination is significant. Business Improvement Districts provide a business model which brings together the business community, both occupiers and owners and the public authorities, to work together for the benefit of a specific location. A BID would successfully broaden the current Steering Group's work to date, drive greater value for its members and develop the city centre further as a vibrant place to do business.

Introducing a BID would help create a positive profile for Carlisle and would provide a greater strategic context for business. It would bring new members and an enhanced income stream which would benefit the whole area in terms of service provision. For businesses it would provide increased representation and influence and for the Council a more effective vehicle for communication with business community.

A formal partnership for Carlisle city centre would deliver clear and measurable benefits, it would help to drive the commercial and community well being of the city centre and enable the Partnership to deliver tangible improvement to the area it represents. It would enhance Carlisle's position as an important regional destination and galvanise business, the local community and statutory authorities behind a common vision for the city.

There is an opportunity for the City Centre Partnership to be developed over a period of 18-24 months. To consult with the business community and stakeholder groups ahead of undertaking a formal ballot for the creation of a Business Improvement District in late 2011/early 2012. To guide this process, the Partnership should take the form of a Company limited by guarantee,

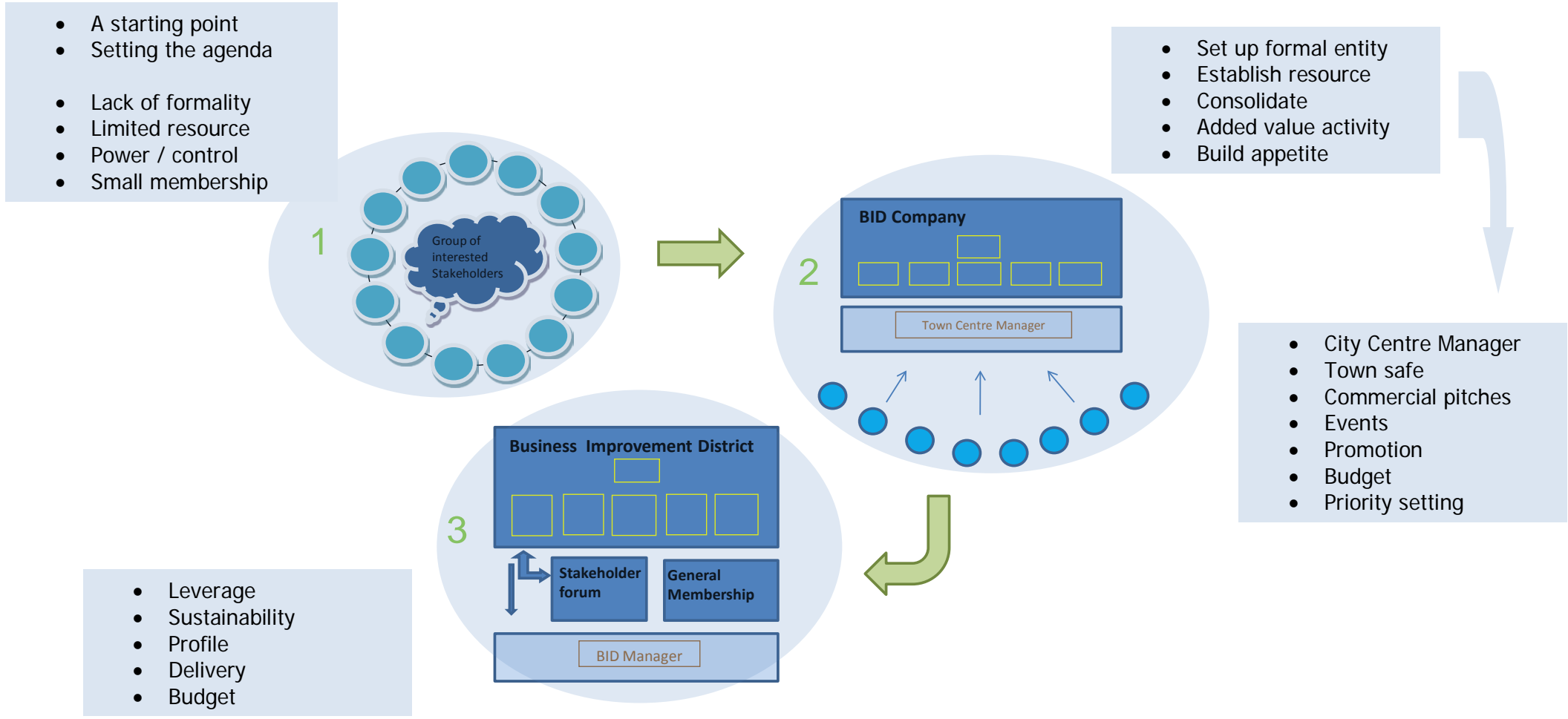
operational from summer 2010, members of which could ultimately become the BID Board.

The evolution of the Carlisle City Centre Partnership into a BID would add value by involving business, property interests and the Council in creating an operational and marketing programme to raise the profile of the city and facilitate future investment. A stronger Carlisle City Centre Partnership would help support the Council in competing for public funding to invest in Carlisle. Many city centres are positioned better by already having a mature Partnership and/or BID in place.

As the development of the City Centre Partnership into a BID would have benefits for the Council, it is suggested that it 'pump-primes' the Company by making a financial contribution during the development period. This may also require a matching commitment from the private sector.

There may be support for a BID but it will be dependent on making the business case and demonstrating that business will see a return on their investment. Consequently, an eighteen month development period will be critical in developing a business plan which relates to the commercial interests in Carlisle; upon which a BID 'yes' vote will depend.

Partnership evolution



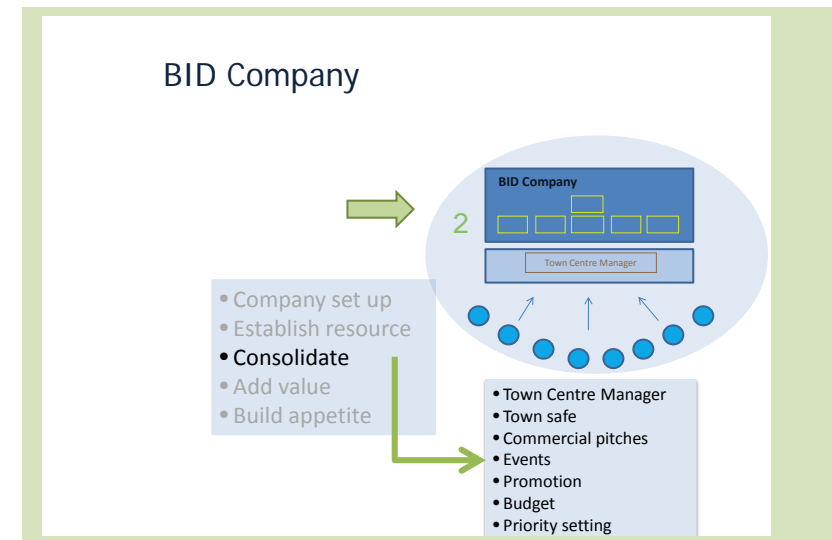
Currently the Partnership operates as an informal, unincorporated group facilitated by the City Council. Its business is led by a steering group which is made up of representatives of both the business community and public authorities. The business representation is a balanced group embracing different areas of the city centre, sector and types of business. The Chair of the Partnership is taken from the private sector and also Chairs the Steering Group.

The bringing together of the group under the leadership of Carlisle Renaissance has provided a starting point but to move forward the business entity needs to develop greater formality, secure a dedicated resource, seek responsibility for commercial aspects of city centre management and develop its membership.

To move things forward the following actions should be undertaken:

- The City Council should sign off a development plan and adopt the Business Improvement District model as the preferred option for the City Centre Partnership;
- The Partnership Steering Group should establish a 'non-for-profit' company limited by guarantee by September 2010 – to be known as the BID Company;
- The Partnership should consult upon a business plan with the business community and other wider stakeholders;
- The Council should provide 'development funds' to the Partnership during 2010/11 to provide for its administration and help deliver the action plan. Income derived from commercial pitches may provide an appropriate funding stream;

- Partnership members should aim to contribute resources towards the BID development project;
- The Council should begin to re-position identified city centre activity under the 'umbrella' of the BID company and provide for a re-defined City Centre Manager role to work operationally to the BID company Board, and specifically it's Chairman. This role may be either an internal resource or an outsourced function;
- Two specific activities should be placed under the direction of the BID Company, the city centre 'radio link' scheme and the programme of commercial activity in the centre's pedestrianised area;
- The Partnership should identify and secure BID/management expertise to help guide the process towards the successful delivery of a Business Improvement District.

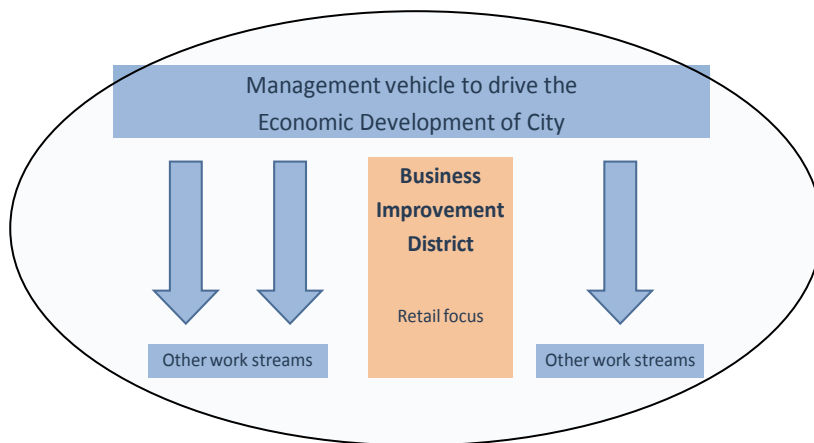
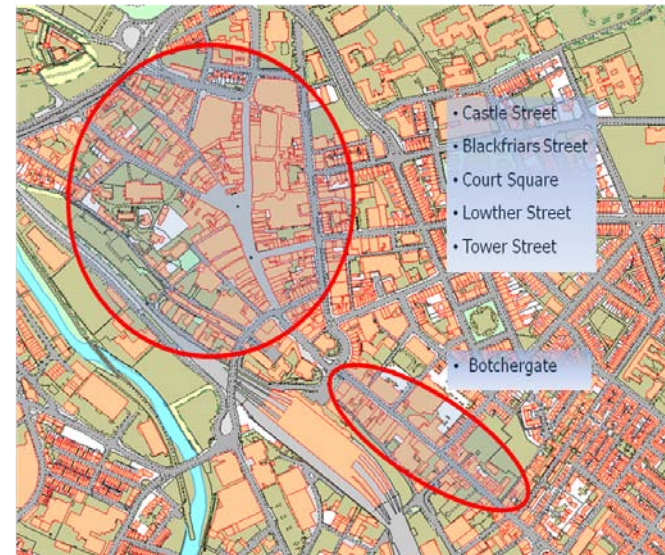


As has been outlined earlier in the report, a number of issues have been identified which sit outside the direct influence of a City Centre Partnership – even in a more developed and formal structure. Given this a two tier structure should be developed to provide for these wider economic development issues of regeneration, dereliction and planning.

While slightly outside of the specific brief for this work a Community Interest Company is highlighted as a positive and appropriate way forward to ensure the issues outlined are captured as part of an ongoing agenda set jointly by the public and private sector.

It would be very feasible for a city centre BID to operate within this wider framework, providing an effective route for city centre businesses to influence and advocate change in areas they cannot directly control. Conversely the structure would provide a mechanism for the wider agenda to be communicated and fed into the more focused BID agenda.

This structure would also provide an opportunity for a leisure partnership to be set up if an appetite developed amongst the traders in the Botchergate area; a partnership which could operate alongside a retail BID.



The boundaries of the BID should be centred on the City Wall, loosely within the area bordered by Castle Street, Blackfriars Street, Court Square, Lowther Street and Tower Street.

This is an area where further consultation and analysis will be required, with particular respect to rateable values.

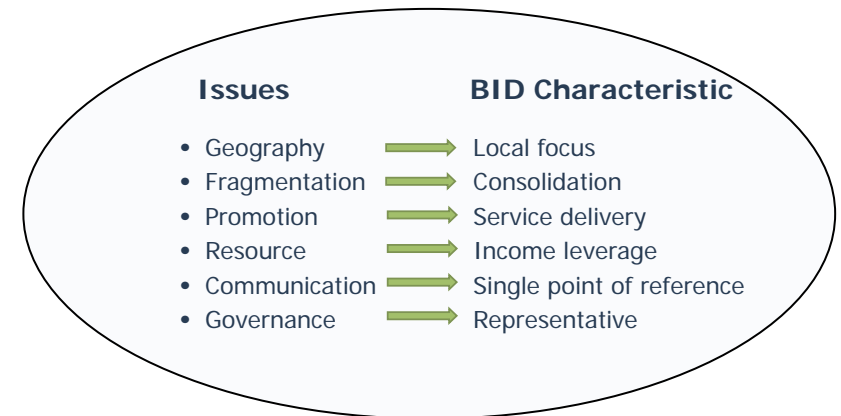
The period of eighteen months leading up to a BID ballot will require leadership and resourcing, and in particular champions to drive the project forward. The Partnership Steering Group should take this lead by establishing itself more formally through a revised company structure.

In order to strengthen the newly created BID company as a recognised body for local business a phased approach is suggested:

- A programme of awareness building should be undertaken;
- The BID company should seek to increase its membership, adding to the members of the current Partnership;
- The BID company should begin delivering services and campaigning for a BID;
- The BID company Board should champion the project, embracing individually where possible, other members of the wider business community;
- Greater engagement with the Carlisle business community should be undertaken to enhance their propensity to support the future BID ballot;
- A working group should be appointed to agree the structure of the future BID, its terms of reference and business plan.

Business Improvement Districts

The formation of a Business Improvement District will answer a number of the issues and challenges outlined in this report, and as such is the partnership model recommended for the ongoing delivery of city centre management.



A BID is a flexible funding mechanism to improve and manage a clearly defined commercial area. It is based on the principle of an additional levy on all defined ratepayers following a majority vote. Once the vote is successful, which must achieve both a majority in terms of number of ratepayers and the proportion of their rateable value, the levy becomes mandatory on all defined ratepayers (for a period of 1-5 years) and is treated in the same way as the Business Rate, becoming a statutory debt. The experience from around the UK demonstrates that there is no optimum size or type of BID, but that each should be designed to be fit for purpose in its individual location.

BIDs exist on very different scales and type of operation, all of which are highly successful in their own contexts. The first pilot BIDs in the UK were brought about through The Circle Initiative, a

scheme that began in 2000 with Single Regeneration Budget funding from the London Development Agency to fund five pilot BID areas in central London over five years. This scheme was followed two years later by the Association of Town Centre Management (ATCM) pilot project that looked at 22 areas around the UK over three years.

The Government White Paper “Strong Local Leadership – Quality Public Services” published in December 2002 and the Local Government Act 2003 (with Part 4 referring to BIDs) provided the enabling legislation for the creation of BIDs. The UK Business Improvement District Regulations (2004) were passed by Royal Assent in September 2004.

The initial pilots were supported by public funding together with voluntary contributions from the private sector. The BIDs which were subsequently set up were done so in response to public/private partnerships seeking sustainability, environmental improvement in their trading location and better promotion. The first BID was set up in Kingston which was successful at ballot on 16th November 2004. It was quickly followed by the New West End Company and Heart of London.

The arrangement whereby the BID levy is on the occupier rather than the owner has made a difference to the roll-out of BIDs in England (in comparison to the US), not least in the type of area that is likely to progress to a BID (note should be made of the new provision, within the SBR legislation, to include owners in the formal BID process in areas which implement the new supplementary business rate).

Currently all successful BID ballots to date have taken place in predominantly retail or office areas that are not too run-down, where businesses can afford a small extra outgoing to make improvements to their area. When reliant on the levy income from

occupiers, it is highly likely that areas of severe decline and high levels of vacancy will not be good candidates for a BID given the marginal nature of the businesses operating there. BIDs will also rely on a certain amount of up-front funding to get them off the ground initially, whether this is from business or property owners, the local authority or public funding from another source. A number of partnerships have looked at BIDs in industrial areas and more recently a number have been successfully established.

The local authority has an important role in assisting the development of a BID. It is important that the proposed BID has the support of the local authority and that a strong partnership is formed between the local authority and the BID proposer at an early stage. A BID can help the local authority to establish effective relationships with business and provide a mechanism to improve the safety, cleanliness and marketing of an area. This will benefit not only the business community but all those who live in, work in and visit the area. In this way BIDs can also help local authorities to achieve their statutory aim of improving the economic, social and environmental well-being of their communities.

Most BIDs will offer at least one service, which complements and adds to those already provided by the council, such as an extra street warden team. Therefore a BID is also likely to have an impact on service delivery for local authorities. If this is the case, a detailed baseline agreement will need to be drawn up that will set out the council’s responsibility for each service that the BID will be complementing.

The council will have to adhere to this agreement to ensure that businesses can see that the BID is adding to council services as opposed to replacing them. One of the key issues for businesses in deciding to support a BID is that they must feel assured that the council will not reduce or remove existing services that it provides.

The key steps towards the development of a BID have been outlined on page 40, 'Process'. They assume that there is an effective partnership delivering tangible environmental and promotional benefits already in place, which has acceptable communications with the local businesses and thus would be a suitable starting point for a BID proposer.

The BID proposer may either be an existing partnership, a local authority, or a group of businesses. The development of a BID from this point to ballot stage takes approximately 18-24 months, depending on levels of funding, support and staff resource. It can cost between £50,000 and £150,000, excluding any provision for additional city centre activities.

The local authority should be involved from the very beginning. Initial involvement should take the form of an officer in the Economic Development team sitting on the board of the proposed BID company. Following this, different Council departments should become involved as the BID company progresses towards a ballot.

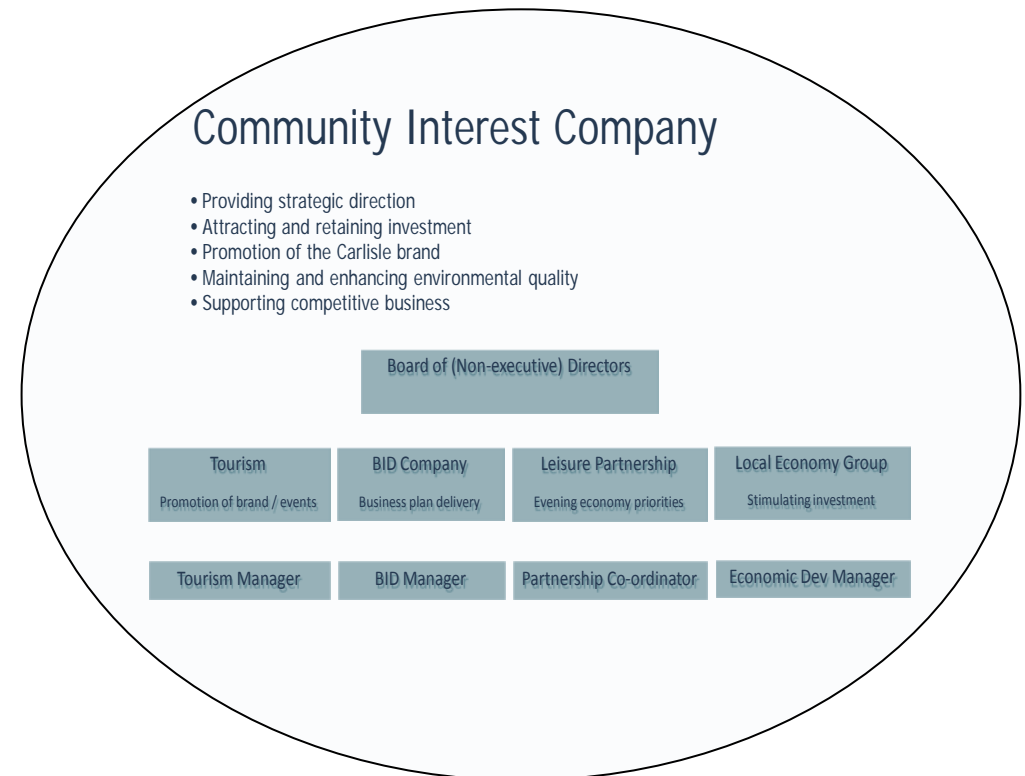
With early involvement the Council will be engaged and better informed; it will have an opportunity to help shape the BID from the beginning.

The business plan will form the basis for voting on the BID and, to achieve a 'yes' vote, a simple majority of businesses and a majority of the rateable value is required. Typically, the levy is 1% of the rateable value applied universally, although there are opportunities for agreeing exemptions for specific businesses. There are a small number of locations that have levied a 2-3% charge in order to generate meaningful budget.

Key considerations

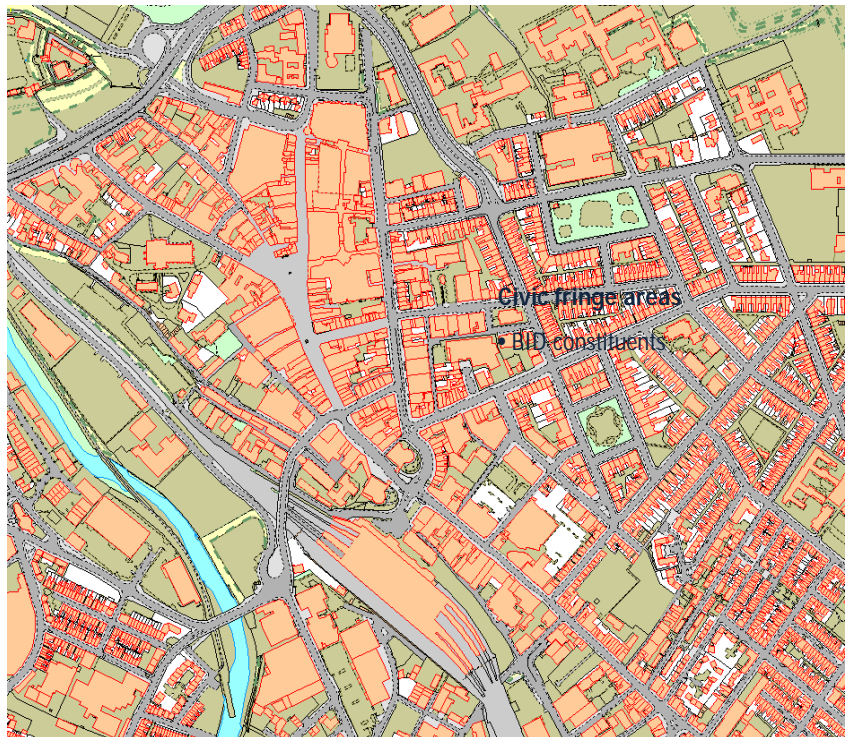
The role of economic development

A structure is required in order to attend to both tactical and strategic issues identified within the city. The current environment in which a number of informal unincorporated groups exist to help inform the statutory Council services should be developed towards greater formality and perhaps the set up of a Community Interest Company which could embrace the cities larger employers together with representatives of the relevant public authorities.



The civic fringe

The report would support the inclusion of the ‘civic fringe’ areas outlined in the illustration below. This would embrace both the City Council and County Council within the organisations boundaries and ensure a true public – private partnership is delivered via the Business Improvement District. Their inclusion to the south would also ensure a seamless boundary is created with any future leisure partnership.



Budget

A BID’s core budget is generated through a business levy based upon a percentage of the business rate. The rate can range from 1-5% but in practice the common level chosen is 1%. Once a successful BID ballot has been undertaken the ability to collect the levy is provided by Business Improvement District legislation, outlined on page 32.

Based upon 1% of rateable value, a potential revenue budget for Carlisle City Centre would be in the region of £230,000.

Street	Total RV	1% levy
Abbey Street	208,900	2,089
Bank Street	493,000	4,930
Blackfriars Street	16,700	167
Castle Street	1,508,975	15,089
Court Square	228,200	2,282
English Street	7,149,900	71,499
Fisher Street	941,390	9,413
The Lanes	4,950,700	49,507
Lowther Street	2,157,600	21,576
Peter Street	34,000	340
Rickergate	720,250	7,202
Scotch Street	4,568,950	45,689
Grand Total	22,978,565	229,785

Note

The Rateable value information has been provided by Carlisle City Council and is correct at the time of writing. The information provided includes all hereditaments where a business address contains the street name. However this will be subject to exact detailing during the final identification of potential BID constituents. In addition there are streets/courts/lanes etc which fall between/off the streets listed which may pick up additional businesses to those identified. There may be some hereditaments included in the totals for English Street and Lowther Street which are part of the Lanes shopping centre but are not addressed as such.

The budget can be affected by a number of different factors. In particular; the size of geographical area included within the BID District; the threshold chosen, at which the BID levy takes effect; the sectors included within the geographical footprint; and any caps or exclusions provided for, such as charities.

The threshold of rateable value is a useful tool to practically construct the BIDs constituent base. It provides an ability to optimise the rate of rateable value to maintain a balance between the number of businesses formally embraced within the BID and a meaningful budget. The threshold also enables the BID to exclude very small hereditaments such as advertising boards.

Usually having a higher threshold will provide the greater likelihood of a longer term business outlook developing.

The budget and BID levy detail is determined during the period of business consultation and written into the BID business plan. It constitutes the BID rules by which the BID company must abide by for the duration of the BID mandate.

It should be noted that the BID levy provides core funding and should form the basis for leveraging additional income from both the private and public sectors; specifically property owners and developers and City and County Councils.

A track record of achievement

A successful programme of city centre activities delivering added value to the business community will provide confidence that the development of a formal Partnership is the appropriate next step in the management of Carlisle city centre.

The City Centre Partnership should begin to demonstrate:

- **Business engagement at a local level;** the participation of local businesses in initiatives and meeting/forums should be developed to demonstrate a business commitment to the pro-active management of the city centre.
- **A consolidated approach to city centre management;** initiatives that are managed by different groups, agencies and departments should be promoted under a single banner.
- **A shared vision;** the desired outcome and 'picture of success' should be shared by both the business community and City Council. The Council should be willing to transfer 'city centre management' activities to the Partnership. This will provide for effective partnership working towards the potential development of a BID.
- **The initiative is business led;** to ensure the initiative has the best chance of success the work programme should be led by the business community.

The business plan

The business community will only support the Partnership if they believe the initiative will deliver value, specifically a return on investment.

The initial business plan should take the form of a consultation document following initial dialogue with retailers and other potential members of a future BID. The plan should be used as means to increase business engagement. This engagement should 'kick start' a programme of capacity building with local businesses and wider stakeholders to increase awareness of the initiative.

Risks

Control

By their very nature BIDs are business led seeking to deliver improvements to a defined location which has a tangible benefit to the commercial wellbeing of the destination and its business constituents. The Council clearly plays an important role in the development of such an organisation but ultimately will only have one or two voices on a business centric BID Board. By virtue of the Council's acceptance of the BID business plan, the activities of the BID will be considered consistent with any local area plan and other Council policies – but this apart the activities of the BID are driven by the business community, working to Council regulations (eg licensing) as any other business.

Service substitution

Business feedback has suggested a perception that services currently provided by the Council or Police will be eroded as a result of a BID being introduced. BIDs will not be successful if historical services or funding streams are reduced as a result of the introduction of a BID levy. Clear communication of this issue and re-assurance should form an important statement in the BID proposal.

The business model is a private / public partnership with investment shared between the different partners. Council investment to assist with the development of the BID will be seen positively by the business community and increase the propensity for success in the BID ballot. Similarly, the Council will be seeking a level of business commitment to taking the BID proposal forward.

Shopping Centres

The role of the Lanes shopping centre in Carlisle is important, not only in terms of its dominance in delivering the core retail offer to shoppers but in its view to a future BID and investment into its

development and ongoing programme of activity. Its view to any duplication of services between the BID business plan and that delivered as part of the centre service charge will also be important.

A BID not supported by the shopping centre would be significantly diluted, therefore every effort should be made by the Partnership to embrace the Lanes to support and invest in the development phase. This will send a signal of confidence to retail occupiers that their landlord is contributing to the initiative and helping to support the funding of the work.

Additionality is fundamental and as such when drawing up the BID prospectus sufficient planning time should be taken to design the work programmes to ensure they do not duplicate those undertaken by the Lanes; as part of their service to the centre retailers. If this does prove problematic then serious consideration should be taken to a reduction in the percentage of rateable value levied upon the Lanes retailers to compensate for any doubling up in service provision.

Timing

The Partnership should consider timing very carefully to ensure a long enough period is programmed for ramping up its own activity and communicating its development towards the set up of a BID. In addition enough time should be set aside for business consultation. The project should be set up as a separate work stream operating alongside the day to day work of the Partnership.

In order to provide a smooth transition towards a revised structure for the Carlisle Steering Group, and something appropriate for the management of an ongoing BID organisation, the Partnership should create a BID company (limited by guarantee) during 2010. This new entity should shape the onward process, provide for business ownership and begin to create a momentum behind the initiative. The Council should play an important enabling role.

It is the BID company Board which should evolve into the formal BID Board therefore its membership should be thought through carefully to reflect the key interests in the city centre. Along-side the Board a number of sub groups should be set up to embrace a wider group of Carlisle businesses to focus on specific issues such as promotion, crime, streetscape and economic development.

There may be opportunities for formulating a membership scheme as a fore-runner to the future BID. These arrangements should be put into place formally at the Partnership AGM.

Economy

The economic outlook should also be considered in terms of timing. Currently retailing on a national basis is experiencing a difficult environment with less shoppers spending the bare minimum. This is on top of increasing occupancy costs due to the re-assessment of the business rate, and increasing operational costs.

A key point here will surround the local nature of the BID investment and the benefit it brings for local Carlisle businesses – return on investment will be an important argument and will help mitigate the introduction and communication of the increased business rate obligations.

Any vote taken in the next 18 months will exhibit an element of risk due to these economic factors, therefore it is suggested that the Autumn of 2011 is the earliest point that a BID vote should be considered. To fully understand the effect these issues will have on the propensity for business to support the BID, and the likelihood for success, a full survey of local businesses should be undertaken as part of the development path.

BID Campaign

Provided the appropriate level of consultation is undertaken the risk of failure at the 'ballot box' should be mitigated as the project will be fully informed about the appetite of business for delivering a BID mandate. However there are a number of specific risks which deserve mention and require management during the BID campaign.

- A lack of business champions coming forward to lead the project;
- The Council being unable to demonstrate its commitment to the initiative by making a financial commitment to the set up and ongoing operation of the BID;
- The economic conditions which may provide affordability issues for occupiers;
- An organised 'no' campaign based around a poor business plan; a possibility as an increasing number of weak BIDs begin to appear in the market. National retailers in particular are increasingly 'savvy' to BID proposals and are identifying weak business propositions.

Property Owners and BIDs

The Business Rate Supplement Bill received Royal Assent on the 2nd July, giving Unitary Councils, County Councils, and in the London context the Greater London Authority the ability to levy a local supplement on the business rate for investment in that area. During the bill's development, extensive lobby was undertaken to include an amendment which would provide a mechanism for property owners to be formally included within the BID framework. This proposal has been adopted.

For Carlisle potentially, this means there will be opportunity for embracing the property sector within the formal Business Improvement District. The inclusion of owners would be likely to provide for a more medium to longer term view being taken as to the development of the district, it would provide for greater voice and influence and contribute significantly to the budget, depending upon the approach taken to the levy. Their inclusion would also necessitate Board representation which would balance the voice of the retail and commercial occupiers.

The Act provides for a new kind of BID – a 'BRS-BID' - to be established in areas where a BID and BRS both apply. The BRS-BID will allow a property owner levy, so that landowners can contribute to and participate fully in BID activities.

In the current legislative environment, there is no guarantee that an owner will contribute to a BID, even if a previous owner has been a long standing contributor. By amending the legislation BIDs will be given the certainty that owner contributions will be made. The detailed proposals below set out a number of criteria to ensure the legislation is sufficiently flexible, simple and non-prescriptive and follows the same principles that exist for occupiers.

1. During the development of a BID, the proposal should specify explicitly that it intends to levy owners. BIDs should be required to show proof of consultation with a prescribed consultation threshold of at least 20 per cent of the total rateable value of all property owners.
2. Any BID where a business rate supplement has been imposed, a property owner BID levy may be introduced by way of ballot, but is not required to be.
3. The option to levy property owners should include all BIDs, existing and new.
4. The amendments should be sufficiently flexible to allow BIDs to put in place both a differential charging and apportionment charging model for property owners, and be drawn sufficiently widely to allow BIDs the flexibility to decide on the range of issues specified.
5. The current dual key ballot system, requiring two separate votes for a BID to succeed, should be adopted for property owners. BID's with an owner levy should set out a fixed term of 1-5 years.
6. Any amendments should embellish Section 5 of the Acquisition of Land Act 1981 to allow BID operators access to the lease documents of properties within the BID area as a means of establishing property ownership and the economic value of the ownership.
7. Regulations should be drafted which explicitly prohibit any costs of involvement in BID schemes being passed by landlords onto tenants through a service charge.



Process

Summary of initial steps

Business engagement

Managing the campaign

Council role

BID Governance

Timescales

Recommendations

Summary of initial steps

Develop the business model

Led by the City Centre Partnership Steering Group, the preferred way forward should be developed into a clearly defined business case which provides for the production of a consultation document for businesses within Carlisle.

Establish strong partnership

The Partnership should put into place a programme of engagement to embrace the wider business community behind a common vision. It should seek to deliver specific programmes of activity to build confidence that creating a Business Improvement District would provide the natural evolutionary path for the organisation.

Establish a BID Company

A BID company should be set up to shape the process towards the establishment of a Business Improvement District. This should be discussed and agreed by the City Centre Partnership, with potential board members being identified and proposed at a Partnership AGM during 2010.

Survey of business

Market knowledge is key and will be fundamental to effectively modelling the detail of the BID organisation moving forward. This work should incorporate a comprehensive survey of local businesses, the identification of 'champions' to help drive the initiative and a sensitivity analysis to the likelihood of success.

Fund the ballot campaign

Funding opportunities should be identified for resourcing the BID campaign. It is likely initial funding will come from leading business interests, owners and developers and in particular Carlisle City Council.

Plan the ballot process

A project plan for the BID ballot should be formulated. Note should be taken of the legal framework set down to govern the operation of BIDs.

Business Engagement

To take forward the development of the City Centre Partnership a number of key work streams will be required:

Capacity Building

Creating an environment conducive to the successful development of a formal partnership between local businesses, the public authorities and wider stakeholder interests should be a priority. This work will include:

- Identifying stakeholders who may wish to participate in the Partnership's development in whatever capacity;
- Engaging with these stakeholders and designing a programme of consultation to seek their input, both on a one to one and in a collective manner;
- Understanding stakeholder priorities and concerns, building a feeling of consensus and unity and communicating the benefits the development of the Partnership would bring.

This work will help to better understand the key concerns that will build an ongoing consensus around the Partnership's objectives, focus and identify and the key contacts that will continue to champion the project and keep stakeholders informed of progress towards a formal Partnership.

Stakeholder engagement

The development of strong partnerships amongst the business community and together with public agencies and the local community is critical. A positive outcome will only be achieved with success in this area. This should be an iterative process with the following key stages:

- Meetings with key stakeholders, the Local Authority, Regional Development Agency and existing business and community partnerships to identify local businesses or prominent individuals around which the Partnership can be assembled;
- Engaging with these identified groups and individuals to use them as a focus for bringing together the wider community for meetings to explain the concept;
- Using these meetings to identify those businesses which are most interested in engaging with the development process (both negatively and positively). These will then be included in a further series of meetings to produce a consensus in the issues the Partnership will be best placed to address. These meetings will also be used as an opportunity to further explain the potential benefits and limits of the Partnership to the key opinion formers. The project champions should develop a level of trust with the stakeholders.

Creating a Consensus

A successful Partnership has to have 'buy-in' from the majority of those who will finance it – both for a successful BID vote and also to ensure the Partnership evolves in a positive environment. The engagement with stakeholders must be wide ranging and effective, and should include; occupiers, the local authority, owners, developers and community groups.

All feedback should be captured and communicated back to the stakeholders/business champions and consensus building undertaken to ensure all are firmly behind the proposals going forward. Communication protocols should be put into place to ensure businesses are well informed during both the ballot consultation period and the ongoing delivery of the business plan.

A programme of ongoing communication across various media channels should be designed in order to keep business constituents up-to-date as to progress and to seek feedback and comment on the work undertaken. A business, staff and consumer survey should be used to gain the views and input of a wider group regarding the evolved business model.

The business champions should become the people who lead the campaign and are critical to its eventual success. It is envisaged the group will support events and presentations to promote the benefits of the initiative to the wider audience and will be part of an advisory group which will be set up to help inform and drive the project forward.

Managing the BID campaign

Ballot Campaign

A comprehensive campaign and communications strategy for the ballot period should be put together including a focus on achievements and successes so far, as well as additional small, quick win projects that can be delivered following a successful ballot result. The Partnership should not underestimate the staff resource needed at this point.

A four month ballot campaign should be planned to enable communication to take place with the constituency. A series of one to one meetings with decision makers and stakeholder presentations together with paper and electronic communications

should be organised to ensure all constituents are given the opportunity to take a view on the proposal and support the ballot when asked.

The formal ballot takes place over a 28 day period; the key here is 'getting out the yes vote'. It is critical to have a good understanding of businesses voting intentions ahead of this process. This can be managed via a relationship management database which can be populated as business consultation is undertaken during the 12 months leading up to the actual ballot.

Project management should include the coordination and implementation of the overall project on time and to budget and culminate in the BID Ballot itself. Specifically it should incorporate capacity building, constituent surveys, analysis/scripting of business plan, consultation on business plan, a communications program, appropriate reporting, ballot campaign strategy and ensuring the ballot process is carried out according to the appropriate regulations. This period also requires a strong commitment by the Council to allocate resources to meeting the regulatory requirements and ensuring the baseline agreement is completed.

Business engagement should include consultation with the business community to facilitate consensus behind the BID vote and meeting stakeholders and constituents to win over 'hearts and minds'; ultimately to secure a yes vote.

Communication should include the design and production of all material, both print and on-line. This will include consultation documents, the business plan, leaflets and presentation aids.

Activities should include a programme of highly visible events and promotions which deliver commercial benefit back to the potential business constituents. This will begin to build confidence that a more formal organisation will add value. Specifically the

programme should aim to increase footfall, enhance the pedestrianised area and improve communication. The actual level of activity will be determined by the budget available.

Council role

The BID proposer should be aware of all aspects of the BID Regulations before starting to complete legal agreements and the draft BID proposal (business plan). The Council can give the most assistance from this point.

The BID proposer should set up a working group with the economic development lead to involve relevant personnel from the Council. Through this the BID proposer should be able to engage all of the relevant departments, such as economic development, ratings, electoral services, legal, street services, licensing, planning and highways, to compile the paperwork for the baseline agreement, operating agreement and complementary services agreement.

The formal duties of the local authority include:

- Approving the BID Proposal;
- Compiling the formal documentation;
- Acting as the Returning Officer for the ballot;
- Billing and collection of the levy.

The Council also considers; the details of consultation undertaken with those liable for the levy; the financial arrangements including estimated income and expenditure over the duration of the BID; and whether the BID proposer has demonstrated it has sufficient funds to cover the ballot costs if required.

Formal approval should be given by the Council provided the BID does not conflict with any local authority priorities and that the BID proposal meets the obligations imposed on it by the Regulations.

The BID Ballot

The responsibility of organising the BID ballot lies with the local authority. The Council's assistance will be important. Close relationships between the BID proposer, the Returning Officer and the electoral services team should be encouraged.

The local authority's prime responsibility is to ensure the correct ballot papers are sent to the nominated voters. The local authority and the BID proposer should work together on this as names on the ratings list are typically entries such as 'NNDR Ratepayer' or 'Ratings Department'. Working together should help to increase the turnout in the ballot.

All aspects of running the ballot need to be managed, from producing and posting the papers to the final count itself. With particular respect to lost ballot papers a system should be determined in advance of the ballot as the Regulations only give a four-day window to replace ballot papers; in practice this is not long enough.

Although the ballot is secret, most Councils update the BID proposer with the number of ballot papers returned. If the BID proposer is also checking with businesses as to whether they have returned their ballot papers this should enable them to track the way the vote is progressing, as well as ensuring that businesses that have already returned their papers are not disturbed unnecessarily.

The Council should count the ballot papers and announce the result as soon as possible after ballot day. The Regulations allow for a

28-day challenge period on specific grounds of 'material irregularity'.

The BID proposer, at least 5% of the voters or the billing authority, can write to the Secretary of State to request him to declare a ballot void. Material irregularities could be: a contravention of the Regulations where the result of the vote has been significantly affected; or where people other than those entitled to vote have voted and the result has been significantly affected; or where people entitled to vote have been prevented from voting or hindered from doing so freely and the result has been significantly affected. Consequently, significant attention needs to be given to the ballot to minimise the risk of delay.

If the vote is successful the bills for the BID levy should be sent to the business constituents in a timely fashion as there is likely to be cash flow challenges for the BID company as the organisation moves into an operating environment. The Regulations state that the bills should be sent out as soon as practicable after a successful result. Once BID levy payments begin to be received the local authority should endeavour to make regular transfers into the BID bank account.

BID Governance

Business Improvement Districts have significantly changed the manner in which city centre partnerships are governed. There has been a shift from voluntary organisation to statutory body encompassing a business led ethos within a public/private partnership. Within the context of this development plan, a number of assumptions have been made on the nature of the governance arrangements that may be put into place, which should stimulate debate towards the appropriate model for Carlisle.

The BID will be established by way of a ballot of business constituents who are liable for business rates in a given geographical area. If the vote is positive (by simple majority), both in terms of those voting and the rateable value they represent, the Partnership will be established as a Business Improvement District.

The BID will be governed by a set of rules which are implemented by the BID company and overseen by the Council. These rules should include:

- The length of the BID mandate – usually 5 years;
- The percentage of rateable value levied on businesses incorporated into the BID;
- Exemptions from the levy due to thresholds and caps being set;
- The procedure for new rate payers, empty properties and properties in receipt of mandatory relief.

Unless otherwise specified, the provisions of the Local Government Finance Act 1998 and Schedule 4 of the 2004 regulations, (imposition, administration, collection, recovery and application of the BID levy) will apply for the administration, collection and enforcement of the levy. The levy, which is collected by the Council and re-directed to the BID via an Operating Agreement, is mandatory for all eligible hereditaments if the BID proposal is approved with the requisite majority. The costs of establishing the BID should not be met from levy revenues.

It is not possible to vary the levy rate without holding a further ballot. Beyond this the BID Board will seek member's approval for any changes to the programme which involves a re-assignment between projects of more than 10% of the total annual levy. Any non-payment of the levy is collected in the same manner as the business rate. The cost of collection is borne by the BID company and is correlated to the number of members (usually between £15-£25,000).

Members

The company membership should have three categories:

1. BID levy payers
2. Voluntary members
3. Individual persons

BID levy payers - commercial occupiers (companies) liable to pay the Business Improvement District levy should be admitted to membership in accordance with the BID company's Articles of Association. BID levy payers should be admitted to membership on submission of written confirmation to the BID company of their wish to be admitted.

Voluntary members – companies should be admitted to membership of the BID subject to the approval of their application by the BID company Board. Their application will ordinarily be supported by either a financial contribution of a fixed annual sum (cash or in-kind) or their strategic importance to the delivery of the BID's business objectives. Key groups should include the City Council, County Council, Tourism agency, owners and developers.

Individual members – the BID company, at its general meeting, can by ordinary resolution upon recommendation of the Board, agree that a person be invited to be a member of the company.

Formal inclusion of property owners

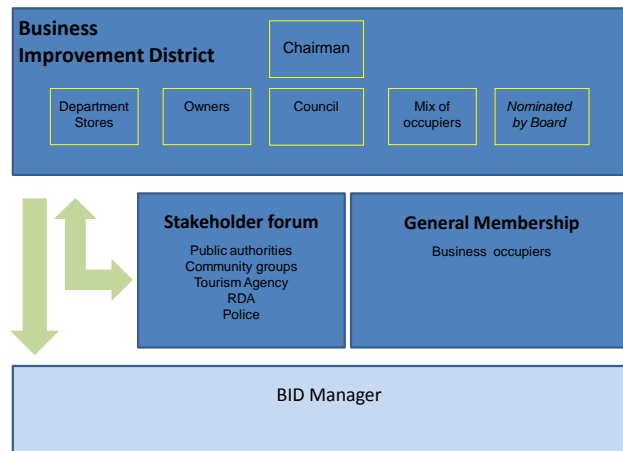
The Business Rate Supplement Bill received Royal Assent on the 2nd July, 2009, giving higher Authority's the ability to levy a local supplement on the business rate for investment in that area.

During the bill's development a formal mechanism for the inclusion of property owners within the BID framework was adopted; a mechanism which was omitted from the initial Business Improvement District legislation.

For Carlisle this means there may be an opportunity for embracing the property sector within a future Business Improvement District. Their inclusion would provide for a more medium to longer term view being taken as to the development of the district and contribute significantly to the budget.

Structure

A BID is driven by its Board of Directors which are appointed by the company members - the business rate payers who fall into the geographical area covered by the BID, have participated in the BID Ballot and pay the BID levy. The Directors appointment should be confirmed by a resolution of the Annual General Meeting.



The Chairman of the organisation should be identified by the company Board and confirmed at the Annual General Meeting. The role should be supported by a deputy Chairman who should also be nominated by the Board and confirmed at an Annual General Meeting. The Board should meet on a quarterly basis.

A stakeholder forum should be formed to help inform the strategic and operational objectives of the main Board. In addition, specific working groups should be set up to focus on particular areas of the business. These groups should meet on a regular basis with membership agreed by the main Board. Membership may embrace main Board members, constituent businesses and where appropriate representation from Carlisle City Council, the Regional Development Agency, residential and community groups and property owners/developers. These groups will help to inform the direction and decision making of the main Board and help oversee the delivery of the strategic, operational and marketing programmes.

Main Board

The main company Board should consist of a minimum and maximum number (ideally between 8 and 12). The organisation should seek to achieve a mix of businesses on the Board embracing a wide range of skills and diverse perspectives.

Whilst ensuring the Board remains business led and that the majority of its members are drawn from Carlisle's levy paying business constituents, the Board should be drawn from the following sectors:

- | | |
|-----------------------|-------------------|
| Retail | Leisure |
| Professional services | Commercial |
| Transport | Public sector |
| Property | Business services |

Within the retail/leisure category representation should include a Lanes occupier, a major store, a multiple and an independent, each of which can and will bring a different dimension to the decision making. The shopping centre itself, given its significant presence in the city, should take a position on the Board.

The Board should aim to embrace the following key skills and perspective:

- | | |
|------------|-------------------|
| Finance | Legal |
| Strategy | Sales & Promotion |
| Property | Development |
| Networking | Access to funding |

The stakeholder forum will ensure a wider range of skills are engaged within the decision making of the organisation, deliver more influence and importantly provide an opportunity for a wider network of businesses and agencies to be involved.

Executive Team

The day-to-day operation of the BID company should be delegated by the main Board to the executive team. Consideration should be given to the constituents of this team and how it reports to Board meetings.

The executive team should consist of a BID Manager to manage and promote the Partnership, together with a part-time administrative officer. Other roles may also be required dependent upon the requirements and detail of the business plan.

Delivery of the operational and promotional programmes may be outsourced to service providers. The executive team should be based within Carlisle city centre.

City Council partnership

A key relationship will be that with Carlisle City Council. The Council will be the main determining authority in respect of the streets and property in the area of the BID company. Two important legal agreements will exist between the BID company and the Council.

An operating agreement which will provide the basis for which to collect the BID levy from the business constituents and a baseline agreement which will set out service specifications for statutory provision such as cleansing, highways, enforcement and CCTV which, for avoidance of doubt, the Council will continue to deliver throughout the lifetime of the BID.

It is the baseline agreement which will allow the BID company to report on statutory services and ensure its own services are wholly additional. A further agreement may relate to specific services the BID company would perform on behalf of the Council.

Associate membership

A programme for attracting associate membership will be undertaken with particular regard to organisations that are not embraced within the formal governance arrangements of the BID.

These organisations will be encouraged to voluntarily participate in the BID, specifically owners by match funding the contributions made by their retail and commercial occupiers. Their support will assist in the medium to longer term ambitions for the city.

Timescales

The schedule outlined below outlines an ambitious but achievable timescale for developing the City Centre Partnership and delivering a business mandate for the creation of a Business Improvement District. The enabling role provided by the City Council is a critical one.

The programme will only move forward effectively with the support of the Council and the agreement to structure specific activities under the umbrella of the City Centre Partnership; and in particular the City Centre Manager role.

- **Council support / sign off**, July 2010
- **Establish champions**, May – Sept 2010
- **BID company set up**, Sept 2010
- **Programme of consolidation**, Sept 2010 - March 2011
- **Operational/promotional activity**, Sept 2010 - Sept 2011
- **Business engagement**, March-Sept 2011
- **BID Campaign**, Oct 2011 – Feb 2012

The BID campaign itself incorporates a period of formal consultation which ideally should be approximately 3 months in duration with a 28 day ballot period thereafter.

The consultation period needs to be long enough to logistically be able to discuss the proposal with each business constituent but also manageable enough to ensure momentum is maintained and built towards the voting period itself.



Business Plan

Developing the components

Draft consultation document

The development of a BID for Carlisle is feasible although there remains significant work to be done to facilitate wider business engagement and an increase in the level of commitment from key players. The response thus far has been positive yet challenging towards the next stages of establishing a BID.

One of the key next steps is the development and adoption of a business plan; a plan which will increase engagement and show how investment via a rate levy can deliver greater benefit. It is important the work is resourced in a way that shows the combined commitment of the public and private sector. The Partnership Steering Group which will evolve into the BID company, should lead this process

Developing the components

The business plan (BID proposal) should be concise, business-friendly, free of jargon and well laid out. The Regulations require that the BID proposal should be available to each business. There is no obligation to distribute copies to each business as long as it is made available for inspection, on a website for example. In practice, however, it makes sense for businesses to feel as involved as possible throughout the process and for this reason it is recommended that businesses are sent their own copies.

There are a number of formats that the BID proposal could take, depending on the budget and the types of business in the area. It could either be a full proposal containing all of the technical information or a shorter executive summary. Technical information can be made available on request or downloadable from a website for example. The final BID proposal should satisfy all of the requirements laid out in the Regulations.

The business plan should be driven by the business community, ideally right from the early stages of development. The Partnership should measure the levels of interest, knowledge and commitment from the private sector. In addition it should identify all of the wider stakeholders concerned with the need for a change. These will range from local retailers to the Police, from media companies to elected officials, each working towards similar ends. Gaps and weaknesses in the stakeholder group should be identified and filled.

The Partnership should undertake a survey of business and other interested groups to establish their key concerns and issues with the area and suggestions for improvement, assessing their potential level of support for development. The results of this survey should feed into the draft business plan produced.

As business feedback is received, note should be taken of comments made and where appropriate amendments made to the draft business plan to reflect constituent viewpoints. These changes should then be communicated back to the business community as part of a further consensus building programme. Throughout the process maintaining a momentum through effective communication will be very important; indeed through the ongoing consultation, ballot campaign and on into the operational period.

Those involved in developing the Partnership should have a clear understanding of the initiative and business model from an early stage. As the business plan is developed the Partnership should undertake a visioning exercise with the major stakeholders to identify the issues, main objectives and timelines. This exercise should include topics such as staff resources, funding and governance.

Developing an action plan, which is well targeted to the needs of Carlisle business community, will be important as will communicating to the supporters of the Partnership development.

Once the overall direction has been determined priorities can be set and incorporated into the plan.

The business plan should outline the different development options for the Partnership and why a particular model is chosen. BIDs are not necessarily the solution to all problems, or necessarily a natural strategy for organisations when public funding is drawing to a close.

There needs to be a real business need, commitment and enthusiasm behind the idea of a BID. The time and cost involved in developing a Partnership should not be underestimated when allocating budgets and commitment needs to be sustained. A strong and well respected private-sector chair should be appointed who can drive the plan forward.

Geography

As an important consideration, the boundary of the BID needs to be finalised, as far as possible, around a year before the BID ballot as it will affect the nature and content of the business plan. In order to do this the BID proposer should take into consideration a number of factors including level of need, potential income and scope for provision of services. This should take place alongside detailed considerations of the number and size of hereditaments in the area, the mix of businesses and the total potential income at different rateable values. The proposed BID levy rules should be formalised from this exercise.

Operational and promotional programme

Small, quick win projects are desirable as they can demonstrate the benefits of partnership and gain the trust of the business community; whilst stimulating support for the initiative going forward. If the Partnership has sufficient funding to undertake demonstration projects, these should be undertaken. Likewise, any previous projects that have been undertaken by the Partnership

should be measured. An over-view of this work and the results should be incorporated into the business plan as examples of how collective action can add value.

Communication of results to business is vital and can help provide feedback as to whether projects were beneficial, whether the problem is solved or whether further measures are necessary through the Partnership. Further demonstration projects, which will depend on the need, the budget and whether there is the capacity to undertake extra work, during what will be an increasingly busy time, can be communicated to potential members of a BID as the business plan content develops over time.

Draft consultation document

This section outlines a suggested format and based content for a business plan consultation document. The communication will test stakeholder feedback and develop ownership amongst the wider business community.

.....

In an ever increasing competitive environment the need for Carlisle to manage itself as a destination is paramount. Trading performance has been challenged during the economic downturn and public finance has become increasingly difficult to access. As such both the business community and public authorities have begun to recognise the need for innovative solutions to provide for a positive future.

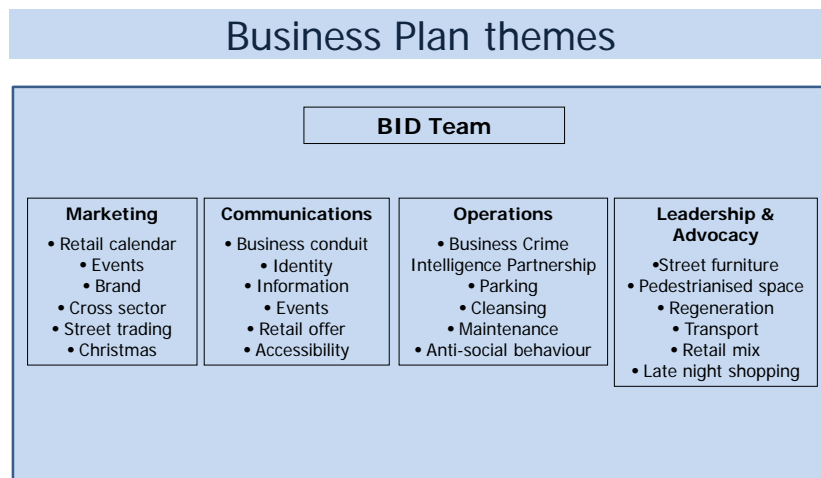
The current recession has tested the trading pattern of the city and Carlisle's position as a regional destination. Other retail centres have continued to develop and actively promote themselves to a more discerning customer audience and businesses in many other towns have developed mature partnerships which have been able to respond to their own issues and opportunities.

In order to take Carlisle city centre forward the City Centre Partnership seeks to engage with the wider business community, understand better their specific needs and requirements and with support develop a Business Improvement District with a mandate to deliver an identified action plan to drive commercial performance.

A Business Improvement District will re-energise Carlisle city centre and help to develop a sense of place which will drive inward investment and attract businesses to the city. It will provide commercial advantage for occupiers, owners and developers alike

and help create an enhanced sense of wellbeing for all those that work, visit and live in the area.

Research undertaken has identified a number of themes upon which a BID would focus its attention:



In response to these themes the City Centre Partnership seeks to drive the following objectives, guiding principles and programmes of activity:

Objectives

- Increasing footfall
- Enhancing the visitor experience
- Leveraging investment
- Improving communication
- Business leadership

Guiding principles

Commercial focus

The purpose of the organisation is to add value to its members and the area in which they operate. The organisation will test all of its activities to ensure a return on investment.

Well communicated

A clear aim of the organisation will be to ensure information is communicated effectively and with clarity.

Sustainability

The organisation will undertake its work in a sustainable manner where at all possible. It will promote best practice for the District and work with the authorities and business community to fulfil its corporate responsibility.

Additionality

Added value is a critical issue and the avoidance of undertaking work that should otherwise be carried out by the statutory authorities. The aim will be to enhance the focus placed on the District by the Council and other bodies.

Programmes

Marketing

Increasing footfall

The Partnership will re-engage with shoppers who have been attracted to alternative centres through branding and promotional activity, to reinforce the positives and offset the negative perceptions of shopping in Carlisle. It will seek to encourage extended shopping hours with the aim of changing shopping behaviour and attracting shoppers into the early evening.

The Partnership will seek to increase the spend and dwell time of regular shoppers and drive a message of 'must visit today', utilising marketing tools of PR, media partnerships, e-shots, loyalty programmes and direct mail.

Driving the Retail Calendar

The Partnership will develop an events and promotional programme which is correlated to the retail calendar and maximises commercial opportunities. This will be delivered in partnership with the Tourism agencies. Commercial and media partnerships will be sought to offset costs and brand affiliation will be leveraged with targeted markets.

New Christmas Lighting

A five year business plan with a sustainable income stream will provide an opportunity for contributing towards a new Christmas lighting scheme for the city centre. The ability to finance over a longer period will provide for a greater quality of design ensuring that Carlisle can continue to deliver a regional attraction at the most important time of the year for retail businesses.

Maximising the tourism spend

Tourism is an important market segment and offers an immediate growth potential. The Partnership will work with the regional tourism agencies, Visit Britain and key local attractions to achieve joint objectives. Promotion at the 'gateways to Carlisle', a strong online presence with search engine optimisation, editorial in major tourism publications, and press events will be important to achieving this objective.

Legibility

Clear, safe and pleasant walking routes will be developed to assist connectivity in and around the city centre. Literature will be produced and a dedicated website produced to better communicate the city centre offer.

Communication

Brand and identity

Vital to the ongoing success of Carlisle as a shopping destination is the reinforcement of the shopping brand. Destinations, like products, thrive on brand loyalty and Carlisle should not be viewed in any other way. All activity undertaken will be brand led to ensure a clear and consistent message is communicated about the City Centre.

Developing communication channels

Channels of communication will be developed to ensure the effective transfer of information to and between visitors, the business community, public agencies and those that live in Carlisle. This will include (but not limited to) literature, a web-site, shopping and eating guides, newsletter and business directory.

City Centre Management Office

Research has indicated that information provision is high on the list of priorities. An appropriate office in the city centre will be located for the BID team, which will provide a single point of focus for city centre management. Together with the existing Visitor Information Centre this office will provide a location from which information can be disseminated to the business, visitor and wider community. The BID Manager will operate from this office.

Operations

Ambassador service

An Ambassador service will be employed as a public face of the Business Improvement District. Reflecting the area in which they operate, the core services will encompass customer service, deterring crime and anti-social behaviour, monitoring the street environment, event management and providing an additional uniformed presence with particular respect to visitor wellbeing.

Improved street environment

A programme of street improvements will be identified in order to improve the pedestrian experience and the Partnership will seek to better control maintenance work, in partnership with the City and County Council. The work will include a review of street furniture and lighting, the quality of public spaces and their ongoing management, street clutter, and the signage and information provision. The review will feed into a programme of advocacy.

Enhanced Enforcement

A significant portion of illegal and unacceptable activities that take place on the streets are regulated but sometimes enforcement levels fail to curb matters in a timely manner. The Partnership will work with the Council and the Police to help facilitate additional tasking.

Business Crime Intelligence Partnership

Reducing business crime in a safer environment will be an important priority for the Partnership. Its objectives will be the prevention and detection of crime, apprehension and prosecution of offenders, a reduction in losses due to business crime, a reduction in the opportunity to commit crime and a safe and more secure environment for visitors, employees and employers. Specifically a Business Crime Intelligence Partnership will be developed from the existing radio link system already in place.

Leadership and Advocacy

The leadership and advocacy programme will focus on the role the BID will play in the broader strategic context and the relationships and activities it engages to influence on-going economic development.

Leadership

The BID will provide business leadership to the city centre and seek to position the organisation as the representative and authoritative voice on issues relating to the District. Ensuring that a quality trading environment is maintained, helping to sustain on-going progress, development and investment, promoting and managing change and responding timely to market changes and local community needs will be important to the organisation's agenda.

Advocacy

The BID will provide a key advocacy role to ensure city centre issues are well represented and remain on the agenda of the appropriate agencies. A collective voice representing the interests of the Business Community will be important to an effective working partnership with the public authorities.

The Partnership will seek to foster confidence in Carlisle city centre and help attract investment by talking up the city, its economic performance and overall potential. Maintaining a level of confidence will attract new and exciting retailers who are increasingly faced with a wide choice of potential locations.

We will develop our relationship with the public agencies, property owners and developers to encourage greater investment in the City and improvement to the cities image, street environment and parking.

Community

Engaging with the wider community and those that work and live in the area will be an important part of the BID's strategy to help deliver an improved sense of place for all to enjoy and benefit from. We will communicate regularly with the local community to understand the views of residents and local stakeholders.

Questions & answers

Tell me about Business Improvement Districts?

Business Improvement Districts are business led organisations set up to improve the commercial wellbeing of specific geographical areas. Their work usually encompasses operational and marketing initiatives to attract more visitors and improve the management of the street environment and partnership working with public authorities to improve the quality of the public realm.

Business Improvement Districts are flexible funding mechanisms to improve and manage clearly defined commercial areas. They are based on the principle of an additional levy on defined ratepayers following a majority vote.

Once the vote is successful, which must achieve both a majority in terms of number of ratepayers and the proportion of their rateable value, the levy becomes mandatory on all defined ratepayers and is treated in the same way as the Business Rate

What would a Business Improvement District do?

- Generate greater resources to drive commercial wellbeing;
- Deliver operational programmes to provide a better trading environment;
- Undertake promotional programmes to drive footfall and sales growth;
- Create a collective and more significant business voice;
- Work with the statutory agencies, owners and developers to help influence and shape the future development of Carlisle city centre;
- Help improve the pedestrian experience;
- Attract inward investment.

What are the benefits to me?

- Return on investment
- A better environment for business
- Increased footfall
- Reduced crime and less anti-social behaviour
- A more effectively managed city centre
- A destination of choice for visitors and businesses alike

What are the timescales for the project?

The Carlisle City Centre Partnership is seeking to establish a Business Improvement District in..... Consultation on the proposal will take place during..... A BID mandate with the majority support of the business community will provide for an initial 5 year business plan. The business plan which will be available for scrutiny from.....

How can I get involved?

Business Improvement Districts are driven by individual businesses and their collective voice. Carlisle City Centre Partnership seeks the participation of the business community to help shape the future growth of the city centre. Businesses are invited to take part in the consultation programme and make their view known.

During 2010 there will be an opportunity to appoint the Board of the Carlisle City Centre Partnership and, subsequently, opportunities to become involved in special interest groups (eg. marketing, finance, safety, etc).

The City Centre Manager would welcome your involvement and can be contacted at



Case Studies

Plymouth

Lincoln

Kingston

Ealing

Reading

BID Results since 2004

Plymouth

The Plymouth BID was established in April 2005. It was the first BID to be set up outside of London and seeks renewal of its mandate in 2010. The company has been identified as one of the most effective in the UK and provides a good benchmark from which to develop Carlisle's future business plan.

Short-term, retailers have benefited from improved marketing of the city centre, coupled with improved cleansing and security standards for its customers and staff. Longer-term, as more of the BID projects are delivered and existing Council services are improved, Plymouth's under performance as a retail destination will be tackled. A measured 5% target uplift in footfall, customer profile and retail sales in the BID area was identified by March 2010. Property owners and landlords have benefited from the BID through a stronger voice in the city centre's development. Longer-term they will benefit through increases in property/rental values and fewer voids over the life of the BID.

Background

Plymouth offers the mixture of a rich maritime heritage together with the bustle of a modern centre of commerce. The city is the home to 250,000 people and welcomes many more as one of the country's more popular holiday destinations. The city centre has recently undergone a £200m re-development with a major new shopping centre now the focal point of the shopping offer which resides in a 1950/60's pedestrian shopping area having been rebuilt from the damage created during the bombing of the 2nd World War. The city boasts a wide variety of leisure facilities including cinemas, theatres, museums, an arts centre, ice-rink and swimming pools. Plymouth is accessible by motorway and rail from London and most major cities in England. There are regular flights between London and Plymouth airport. The city also has direct ferry links with France and Spain.

City Centre Partnership

Plymouth City Centre Partnership was established in 1996 to co-ordinate development, marketing and the wider regeneration of Plymouth city centre through a steering group representing all stakeholders. The Partnership employed an independent City Centre Manager in 1998 with support from retailers, developers, property owners and the local authority.

An early objective was the creation of a single strategic vision for the city centre, with the City Centre Management Team having accountability for co-ordinating service delivery. This team consisted of both Council and independently funded staff with accountability to the City Centre Partnership, under the direction of the City Centre Manager.

The Partnership's strategic focus was strongly supported by research and data from both the private sector and the Council's Strategic Planning Unit. This research included a shopping survey, asset management plan and architectural/spatial analysis. The strategy was focused on the modernisation of the post-war shopping environment; with its legacy of very sLanes retail units, ageing retail facilities (no covered shopping), a poor retail mix and the lack of leisure and residential uses. It was recognised that the city centre's shopping experience needed help to attract back lost shoppers.

The Partnership established a track record of delivery including a £1.6m package of environmental improvements, new lighting and street performance programme, a £2m CCTV and car park improvement scheme together with an urban design guide, a £1.5m improvement to the independent sector and market quarter and funding towards a new event space, bus shelters, public information scheme and new Christmas Lights.

Prior to the BID, the City Centre Management structure included a team of 10 FTE and was resourced with an annual budget of over £2m. (excluding grant funding). The City Centre Team's responsibilities included the direct delivery of Council services and wider city centre management activities. The team were accountable for overall strategy, CCTV, urban design and the public realm, markets, street trading, events and marketing, publications, retail exclusion scheme, radio link, street wardens, Christmas lights, service co-ordination and stakeholder communications. All income raised from entrepreneurial activities and the commercial use of city centre space was ring fenced for future projects.

The development of a Business Improvement District followed on from the partnerships record of delivery. The local authority also recognised the importance of a private sector led city centre partnership. The politicians and officers empowered the new organisation to deliver many services previously managed by local authority departments. Equally the private sector contributed and supported the development of the organisation - 240 businesses were members prior to the BID launch.

Business Improvement District

Plymouth's decision to seek a business mandate for a BID was driven by two key factors:

1. the extension of a successful city centre management scheme
2. the desire to give the private sector a stake in the development of the city centre

The BID was formed as part of a wider strategic framework to modernise Plymouth city centre and attract new businesses and investment, by creating opportunities for retail, entertainment, office and housing development. Recently the new £200m Drake

Circus shopping centre has helped address the urgent need for larger shop units demanded by modern retailers.

The BID sought to maximise the benefits of developments across the BID area, by managing city centre change, delivering operational projects and marketing. The Plymouth City Centre Company sought to provide a strong business voice for the city at a time of change.

Research identified that Plymouth had the potential to become a top 20 UK retail destination. The BID programme was designed to tackle a number of areas that had historically held it back. These included: a poor public perception, failure to attract higher spending shoppers in the catchment area, outdated, tired and inflexible public landscape, anti-social behaviour and ageing car parks. The Partnership believed a BID would help the city by:

- improving the visitor experience
- attracting more shoppers
- enhancing the quality and management of public spaces
- creating a safer environment
- improving access

In addition it was felt the BID would improve business leadership, increase property/occupier investment, co-ordinate initiatives to maximise their value, give the local authority a better understanding of business needs and mitigate the negative impact of major city centre construction works. Other objectives in setting up the BID were identified as:

- raising the profile of Plymouth to shoppers and inward investors
- improving standards of existing service provision through service level agreements

- providing new high quality business led services through a City Centre Company
- creating a major capital program funded by retailers, landlords, the RDA and Council
- bringing to an end free-loading by securing contributions from all businesses
-

Process

The BID process was business led with retailers contributing at each stage, and was facilitated by the City Centre Management Team.

Businesses were approached and asked to provide nothing more than an open mind. Detailed surveys of both retailers and shoppers were conducted to identify business needs. Potential projects were developed and businesses were asked to prioritise the projects they wished to support. A Business Plan was produced, driven by these business needs, which formed the basis for the eventual ballot. The commitment of all stakeholders was formalised through the establishment of Plymouth City Centre Company Limited.

40 retail ambassadors were identified who represented both national and local retailers, and they supported the City Centre Management Team in communicating to the 500+ businesses within the proposed BID area. A flow chart of the communication programme is outlined below:

A successful BID ballot was conducted during the Spring of 2005, with a boundary of 520+ businesses. A 1% BID levy was supported by 77% of the businesses and 66% of the R.V. Turnout was 58%. The BID Board has an annual expenditure in excess of £500,000 which includes the BID levy of £300,000 and property contributions of £150,000.

The BID is driven by a 14 strong Board comprising representatives from the retail community, property sector, the City Council and University.

Programmes

The BID set out to attract more affluent shoppers to Plymouth through tangible and results-orientated improvements to the trading environment. Retailers were given the opportunity to influence the delivery of local services by engaging with the local authority. The BID sought to make the city centre more attractive, safer, cleaner, accessible and better promoted, thereby strengthening its regional competitiveness. The BID aimed to improve the shopping experience by increasing investment into the public realm; improving the quality of street furniture, new improved lighting, better city centre signage, planting and landscaping. High levels of private sector control, effective leadership and performance management sought to help attract match funding and deliver commercial benefits.

Marketing

Research demonstrated that Plymouth under performed as a regional destination. Of £1bn of annual retail sales available in Plymouth's customer catchment, £400m was lost to competing retail centres. The regional perception of the city centre was poor. The BID aimed to target 'ABC1' shoppers by establishing an effective city centre brand, linked to the city's wider promotion via advertising, events and communication. A program of promotional activity began to target a new larger retail catchment area in Devon and Cornwall with a specific focus on the day visitor markets. For the period 2005-2008 61% of customers interviewed stated the pedestrianised shopping area had improved and 78% of businesses reported satisfaction with the promotion of the BID area. A total of 24 events attracted 591,000 additional visitors to the city centre with an incremental spend of £23m, the most successful initiative being the summer festival with retailers benefiting from 38p in each

tourist pound spent in the city. The programme of activity generated £1.2m of PR coverage.

Cleansing

Plymouth city centre opens 7 days a week, with 10,000 employees and an estimated 10m visitor's a year. Although thoroughly cleansed before the shops open, the city centre was insufficiently cleansed during the shopping day, resulting in poor customer perceptions. The BID has delivered a customer-focussed and independently monitored approach to the cleansing and maintenance of the public landscape to improve standards and perceptions. This has included engaging a Clean Team, mechanised sweepers and the direct removal of fly-posting and graffiti.

During its first three years of operation the Clean Team has responded to 3000 incidents, 81% of customers have ranked the cleaning as good or very good and 96% of businesses have reported satisfaction with the cleanliness of the BID area. Cleanliness is now consistently ahead of the national average and 54% of existing customers perceive the cleanliness as better than that prior to the BID company operating.

Environment

The shopping centre's attractiveness had been undermined by an outdated public landscape and some poor quality buildings. The BID set out to create visually attractive public spaces to act as a focus for commercial, leisure and cultural activities, including floral displays, building and Christmas lighting, outdoor eating areas and children's play. To capitalise on its accessibility and wide open streets the BID also aimed to promote convenient, user-friendly access, by better linking potential shoppers to destinations and attractions. This included signage, a shopper bus and railway and cruise ship promotions.

Working in partnership with the City Council the BID has secured £60,000 towards a new signage scheme and a £565,000 car park investment programme. The BID has directly invested £250,000 on creating the best lighting display in Devon and Cornwall and 15 new cafe and outdoor seating areas have been created. 92% of businesses are satisfied with the attractiveness of the BID area and there has been a 23% improvement in customer's perceptions of the attractiveness of the city centre since the company began operating.

Safer

Plymouth city centre has a good safety record but has been undermined by a prevalence of low level anti-social behaviour and retail crime. As a regional centre, Plymouth is targeted by criminals and therefore stock losses have been significant. The BID implemented solutions that tackled the problems directly; it reassured customers and staff by tackling retail crime, car crime and anti-social behaviour. These measures included the introduction of a warden scheme, a retail crime partnership, safer car parks scheme and CCTV and lighting initiatives.

In the 3 years to 2008 crime fell 23% in Plymouth, 131 shoplifters were excluded from the City Centre and £300,000 match funding was attracted from the Police authority. 85% of businesses are satisfied with security in the BID area and 81% of customer's rate city centre safety as good or very good

Leadership

The BID has worked closely with Plymouth City Council to establish a vision which integrates the needs and desires of shoppers, residents and workers alike; the aim being to drive a cohesive, complementary and progressive strategy for the redevelopment of the City Centre. It has appointed an urban design group to prepare a masterplan for the area and identified 20 projects for delivery in the next 20 years and has jointly commissioned with the Council,

Cushman and Wakefield, to undertake a development study to help inform the Area Action Plan for the City Centre.

The Plymouth BID will be seeking renewal of its mandate in 2011.

Lincoln

Lincoln is a cathedral city and the county town of Lincolnshire. It has a total population of 120,000. The 'Greater Lincoln' catchment area which covers surrounding villages and towns, expands the population to 250,000.

Lincoln's economy is based on public administration, commerce, arable farming and tourism. Many of Lincoln's industrial employers have long ceased production in the city, leaving large empty industrial warehouse-like buildings. More recently, these buildings have become multi-occupant units, with the likes of Lincs FM radio station and LA Fitness gym taking up space. Like many other cities in Britain, Lincoln has developed a growing IT economy, with many e-commerce mail order companies setting up business.

One of the strategies for attracting inward investment to the city was building the University to act as a springboard for small companies to develop. The University's presence has drawn many more leisure providers to the town centre around the Brayford Pool. This in addition to the benefits a student population brings to the local economy. From its establishment in 1996, the University has grown steadily and now boasts a population of approximately 10,000. And further expansion is planned. Landscaped squares, state-of-the-art footbridges and new hubs of creativity have been factored into the increasing footprint of the university.

Over the last few years Lincoln has witnessed rapid development in its retail sector, helping to keep people shopping in the city and to compete with the neighbouring cities of Nottingham and Sheffield. Many new businesses have begun trading from large units with car parking. Lincoln has a choice of five large national supermarkets. The recently developed St Mark's Square complex has Debenhams as its flagship store and has an accompanying trading estate with chain stores such as Bhs. A further development is expected to be

completed by 2011/12 which includes plans for a new department store, shops, hotel, apartments and new transport facilities.

The city is a tourist centre and those who come do so to visit the numerous historic buildings including the Cathedral, the Castle, the Medieval Bishop's Palace and the specialist shops of Steep Hill and Bailgate. Lincoln attracts many of its tourists in summer, but also during the second weekend of December when the Bailgate area of the city holds its annual Christmas Market in and around the Castle grounds. The market is based upon the traditional German-style Weihnachtsmarkt as found in several German cities, including Lincoln's 'twin town' Neustadt an der Weinstrasse

It is in this context that the business community in Lincoln City Centre began to develop their thinking towards a business improvement district; in order to leverage economic development for the retail sector. Lincoln Business Improvement Group was created by businesses in Lincoln city centre who voted to establish the formal partnership to help drive the city centre forward.

The Lincoln BID was confirmed in April 2005 with a turn-out of 53%. The proposal was supported by 79% of businesses by number which represented 85% of the rateable value in the BID area. The BID levy raises a budget of £350,000 per year.

The Lincoln Business Improvement District (Lincoln BIG) aims to ensure that Lincoln city centre fulfils its potential, is a pleasant place to work, attracts trade and tourism, and is vibrant, safe, clean and lively, with a real sense of place. It aims to put Lincoln on the map as a retail and visitor destination and improve the experience of the city centre.

Lincoln BIG is a business in its own right controlled by a board drawn from city centre stakeholders. It has a board of 15 directors.

Five directors are appointed by the Lincoln BIG members, three by investor members, two each by founder members and three by co-opted directors, which includes the University of Lincoln and the Bailgate Area Guild, to ensure diverse representation is achieved.

The BID is core funded by a levy on the business rate. It has a turnover of over £1 million per annum and employs 11 full-time and part-time staff. About one third of the BID's revenue comes from the BID levy, one third from trading and investor membership and one third from the grants and services income, that are obtained from a range of agencies to improve the city centre. Specifically its funding is comprised of:

- A BID levy, equivalent to 1% of rateable value, which is paid by all except very small businesses in the city centre;
- A number of leading investor members such as major landowners who help to fund BID activities and have some say in the day to day work through an investor membership Scheme;
- Income generated through its own trading activities such as security and events;
- Service agreements with the local authorities and others to deliver initiatives to improve the city centre;
- Grants.

Lincoln BIG is a not for profit business, is registered as a company limited by guarantee and any surplus revenues are ploughed back into delivering the aims and objectives of the company.

The day-to-day activities of the organisation are delivered by a team of 16 people, 11 of whom are directly employed by the company. The team is made up of people who deliver its core activities, which were identified through careful consultation with businesses and retailers in the BID area. These activities are

events and promotions, evening economy management, Lincoln in Bloom, safety strategy, street management and access initiatives.

As the Lincoln BID reached the latter years of its initial mandate, in 2008 it undertook an extensive programme of consultation which highlighted issues which limited the city's economic prosperity. These included:

- Access and parking;
- The safety of staff and customers;
- Anti-social behaviour;
- Leveraging the city as a visitor destination;
- Improved marketing;
- The evening economy.

In follow up to this survey work, the BID is currently working with the business community to renew its mandate for a further 5 years, to 2015. In seeking to do so it has identified the following work programme in its business plan which seeks to attend to the research findings.

Improving Street Management

The street management programme seeks to make a difference to peoples' experience of the city by raising standards of appearance and maintenance throughout the city centre. The BID's Operations Manager and three City Centre Wardens help to address quality standards and street management issues throughout the district. The Wardens provide a caretaking and ambassadorial presence; they directly tackle problems such as graffiti and monitor standards within the city centre. They also carry out regular patrols, tackle and report problems.

Improving safety and security

Membership of the Security Group, which includes the sharing of intelligence, newsletters, training, exclusion schemes and

photographs of persistent offenders, is offered at no additional cost to all Lincoln BIG levy payers. The BID also offers a range of support services including a low cost radio hire scheme. The Security Group is accredited through the Home Office - recognised Action Against Business Crime (AABC) scheme and was successful in winning the AABC National Partnership Excellence Award. The organisation works closely with Lincolnshire Police to deliver a dedicated Police presence in the city centre through the sponsorship of a team of Police Community Support Officers.

Keeping Lincoln in Bloom

The BID works closely with businesses to create an environment that provides interest, colour and a welcoming feel, with a particular focus on summer floral displays and Christmas decoration. The programme also works with partners to improve poorly maintained areas of land within the city centre, particularly through the use of landscaping and floral features such as street planters and barrier baskets. The BID operates a hanging basket voucher scheme, provides sponsored summer displays, a bracket installation service, flags and Christmas trees.

Improving and developing access

Car parking and access are by far the most commented upon issues by business ratepayers and Lincoln BIG carries out a number of direct initiatives to make a real difference to people's experience of working and visiting the city centre, including the bulk purchase of car parking in the city centre for its levy payers and a commuter bus pass. The BID works with partners, including Lincolnshire County Council and Stagecoach Lincolnshire, to explore opportunities around new initiatives, including car sharing, public transport and cycle schemes.

Managing the evening economy

The Evening Economy Management programme brings together partners with an interest in the evening economy, as part of the

Lincoln Crime and Disorder Reduction Partnership. The BID employs an Evening Economy Manager, organises the Lincoln "Best Bar None" Awards, employs evening wardens, provides a high visibility jacket scheme and a taxi marshal scheme and assists in pub watch co-ordination.

Creating events and programmes

Lincoln BIG has an agreement with the City Council to manage key public spaces within the city centre and through the City Space Programme it provides a "one-stop-shop" for people wishing to organise activities. The programme of events is extensive covering the whole of the city centre and runs all year. The BID organises over 160 days of events including Farmers' Markets, Craft Fairs, Artists' Markets, Continental Markets, Bike Festival, Morris Dancing Festival, Punch & Judy Fair, Car Rallies, Half-Term Events, Christmas Late-Night Shopping, Street Entertainment, Bands and Jazz Week.

Growth through tourism and marketing

The Lincoln BIG Board has agreed to take responsibility for the delivery of customer-facing visitor information in the city centre as part of its funding agreement with the City of Lincoln Council. The Visitor Information Centre provides the opportunity to review the visitor management strategy, develop an ambassador scheme, introduce mystery shoppers and other customer care measures. A particular emphasis of the visitor management strategy is to ensure that people are encouraged to explore and enjoy the whole of the city centre.

2010 is the fourth and final year of the existing Lincoln BIG business plan and without a further mandate Lincoln BIGs existing activities will cease by July 2010. The Lincoln BIG Board has agreed to ask businesses in Lincoln City Centre to consider a new plan for the period from July 2010 to July 2015.

Kingston

In 2004 a Business Improvement District (BID) was established in Kingston as the first of its kind in the UK following the enabling legislation and accompanying regulations set out in the Local Government Act in 2003/4. The BID, having operated effectively during its first 5 year mandate, successfully sustained itself by way of a renewal ballot in 2009.

The BID Company, KTCM Ltd, (the City centre Management Organisation) developed from a sound platform of city centre management led primarily by the local Council. This leadership over time developed a partnership initiative with key members of the retailing community which subsequently resulted in an independent company and BID being set up. The Kingston experience shows both the importance of an existing partnership, which can demonstrate a track record of delivery prior to setting out to develop a BID, and the leadership and funding required from the public agencies to make a general aspiration become a reality.

KTCM Ltd has illustrated the important role an energetic and committed city centre manager/BID manager plays in the development of a sustainable business model. Graham McNally, who has held the position, has unquestionable fulfilled this role. This ingredient was assisted by having a number of business leaders who were prepared to invest their time and commitment into the initiative.

Ultimately BIDs must be business led by their very definition and without a handful of champions to drive the process forward the integrity of any future organisation that may be created, is compromised - if indeed the initiative succeeds at all.

Background

Kingston is both a vibrant Surrey market town and one of the more frequented Royal London Boroughs. It is sited on the banks of the River Thames 12 miles south west of the centre of London and has a population of some 150,000, swelled in term-time by 20,000 students from the Kingston University and Kingston College. An attractive blend of timber-framed Tudor buildings with modern stores and homes, Kingston has a good range of shopping, a colourful café culture, an arts scene and a popular nightlife. On average, over 300,000 visitors come to the town each week, attracted by the variety of shops, restaurants and leisure facilities.

The mix of historic themed markets, street activities together with the contemporary retail outlets and blend of cafés, bars and restaurants have made Kingston City centre a popular regional shopping and entertainment destination. Kingston's market town feel is preserved in interesting side streets, market square and river walkways. More recently the riverside development has expanded Kingston's traditional cultural centre around the ancient market place and church, bringing to the town the Rose Theatre, restaurants, specialist retailers and quality residential accommodation.

City centre Management

From 1985 to 2000 Kingston experienced good growth. Developments such as The Bentall Centre, the Bentalls and John Lewis departmental stores and pedestrianisation scheme helped to make it one of the largest centres for shopping, leisure and entertainment in the south-east, attracting over 18 million visitors every year.

However in 2000 the year-on-year growth came to an end. Daytime visitor numbers after 1998 steadily declined despite new developments such as Charter Quay, Sainsbury's and The Rotunda. At the end of 2004, Kingston had fallen from 12th to 17th place in

the Experian UK City centre super league and had lost over 1 million visitors.

Research showed that services no longer met the expectations of visitors, residents, staff and the business community itself. It was in response to this that a BID was proposed.

Kingston's existing city centre partnership formed as a 'company limited by guarantee' in 1999. This move forward developed from the Council led city centre management function which had operated successfully in Kingston for a number of years. The new organisation was charged with enhancing and sustaining Kingston's vitality and viability. Initially it benefited from 9 business members working with the local Council and an operational budget of approximately £100,000; this set against traditional activities such as crime initiatives, Christmas lights and general promotion. As a result of the groups early energy the operational budget/spend rose to £200,000.

The partnership's next objective was to increase the organisation's membership, specifically to embrace a greater percentage of the retail community within the company. It was at this stage that it was felt embracing formal BID status would deliver added value. The membership objective of greater business participation could be achieved together with one of financial sustainability. In 2004 the KTCM Ltd's Memorandum and Articles of Association were amended to include the provision for sponsoring, promoting, establishing and operating Business Improvement Districts.

The KTCM Ltd business plan had identified the development of a BID as the logical progression from the existing voluntary partnership approach to city centre management. Kingstonfirst, its trading name, sought to contribute additional cleansing, security and marketing initiatives to the city centre seeking to help Kingston become more commercially successful and attractive to visit. Kingstonfirst set out to work in partnership with Kingston Council

and produce a baseline agreement to help maintain and improve general standards over the initial 5 year tenure of the BID.

A 1% levy on every business's rateable value produced approximately £4 million in ring-fenced BID funding over the 5 year period which represented a material increase in the existing levels of funding available.

The Kingston BID was confirmed in 2004 with a turn-out of 37%. The proposal was supported by 66% of businesses by number which represented 66% of the rateable value in the BID area. The BID levy raises a budget of £880,000 per year with an additional £140,000 secured from alternative sources.

KTCM Ltd is the legal entity with responsibility for the BID and Kingstonfirst is the brand name used for service delivery and marketing of all BID initiatives.

Programmes

The business plan put forward promised a cleaner environment, safer streets, better transport and access and more customers.

Cleaner streets

Environmental Rangers provide a rapid cleansing response 7 days a week, a free cardboard recycling service is delivered, street washing is undertaken 7 days a week, regular footpath cleansing and gum removal takes place and the upgrade and painting of street furniture, including lamp columns, bollards and seating, is undertaken. The BID provides 250 hanging baskets and a tree and planting programme, unattended alleyways are cleaned, graffiti removal patrols take place 7 days a week, a helpdesk and graffiti hotline is provided for members and the BID co-ordinates a 'Tidy Business Scheme'.

Safer streets

Uniformed City centre Rangers work with CCTV, the police and PCSOs, and partnership work takes place between businesses and the police to reduce business crime and the level of antisocial behaviour. There is a co-ordinated 24-hour town link radio network. The BID supports the Safer Business and Safer Parking initiatives, employs a night-time manager to support a safer Kingston at night, joint funds crime prevention material and works with partners to reduce cycle theft.

Better transport

The BID helps to fund the Christmas Park & Ride scheme, supports and promotes the extension of the Park & Ride Service, puts its energy behind major public transport improvements, provides pump prime funding to support key transport projects and supports the promotion of staff travel solutions.

More customers

The BID set out to increase footfall by funding and managing a year round events calendar including business sector-specific campaigns, street attractions and community events. It funds and publicises Kingston's Christmas lights and promotes leisure/tourism attractions in the city centre. The BID targets a customer base which extends outside the existing catchment area, promotes Kingston city centre through the Kingstonfirst brand, seeks press coverage to promote the town and produces the Kingston shopping map/guide.

During its first five years Kingstonfirst communicated the following results:

- An increase in annual footfall of 2 million. 20 million daytime visitors were recorded in 2008.

- A fall in violent crime in the Borough of Kingston by 32.4% representing 1,140 fewer victims per year.
- An increase of 22,000 passengers using the Christmas Park & Ride scheme, which has removed 30,000 cars from the surrounding road network each year.
- A 40% increase in public bus usage, with a further 30% increase in capacity planned.
- The Safer Business Award was achieved and subsequently renewed.

Renewal of the BID

Having delivered against its original business plan, in 2009 Kingstonfirst set out to renew its BID mandate for a further 5 year term. This was achieved in July 2009 having consulted widely with the BID businesses during an 18 month period. In addition to the continuation of the existing programme of activity new targets were set for the second term:

- Making the historic heart of Kingston a memorable place to visit and revisit
- Promoting, managing and developing a broad range of markets and activities in the open areas of Kingston city centre
- Promoting, managing and developing the use of Kingston city centre riverside.

A significant move forward was marked by the Council's wish to delegate greater responsibility to the BID for its tourism and marketing related activity. This development is currently being shaped.

Kingstonfirst will be seeking the second renewal of its mandate in 2014.

Ealing

Ealing Broadway BID was established in March 2006 and will be seeking the renewal of its mandate in 2011. The decision on a second term may prove a difficult proposition for many businesses as the town struggles with the effect of Westfield, London and affordability issues intensify in the current economic climate. More positively it may be just the time to drive business development initiatives and good argument should convince the business community of the need to invest into the BID.

Ealing provides an interesting comparative location for Carlisle given its geographical location as an 'outer London' retail centre and the dominance its shopping centre has on the town's retail landscape. It also shares a development agenda which may help rejuvenate the city centre; a catalyst for future improvement.

Background

The London Borough of Ealing was formed in 1965 by the merging of the Municipal Boroughs of Ealing, Southall and Acton. Ealing city centre itself is one of West London's principle retail destinations. It benefits from a number of distinct advantages relating to location, accessibility, quality of the existing townscape, the presence of a large resident population within walking distance and the availability of land for development.

At the same time however, it also suffers from a number of perceived weaknesses. The range and quality of retail, leisure, arts and community facilities, the quality of the pedestrian environment, high levels of traffic congestion and a lack of clear identity and image. Such negative factors have begun to constrain and undermine the growth and viability of the city centre and prevent it from fulfilling its potential.

In recent years the town has also begun to face increasing competition from existing centres such as Richmond, Kingston and Brent Cross and the new major development at White City, Westfield, London. A recently compiled spatial development framework study commissioned by Ealing Council indicated that without new investment these destinations had the potential to seriously impact Ealing city centre's retail offer and catchment; that without investment Ealing would continue to lose shoppers to larger schemes in the West London area.

In response, the business community together with the Council recognised that if Ealing was to retain its competitive position and realise its potential, it could not afford to stand still. Effective policies and programmes of action were needed to address its threats and weaknesses. Improvement to the quality of the street environment was required to make the retail centre a more desirable and attractive place to shop, work and visit.

Ealing Centre Partnership

Ealing's city centre management function operated for a number of years prior to the development of the BID. The Ealing Centre Partnership employed a city centre manager who undertook the role of co-ordinating city centre activity and worked with the business community to increase the vitality of the shopping destination. As with many schemes, funding was an issue, with many occupiers unable to commit funds to the town's promotion and ongoing development. Financially the city centre management was supported by the Council and a small number of larger businesses.

In addition to the financial issue it was felt the Ealing Centre Partnership would benefit from the transition to a BID as it would provide the business community with a stronger say in the area, provide increased resource to drive footfall and help deliver a better environment for those that worked in the area.

The Partnership identified six distinctive issues which threatened the town's future success and wellbeing, and pointed towards a more formal representative business organisation being set up:

- Greater consumer expectations; Ealing required a fresh and appropriate mix of retail and office facilities if it was to retain the loyalty of its local catchment.
- Stronger competition; new and re-developed centres at White City, Uxbridge and Brent Cross were likely to provide compelling alternatives to Ealing and the centres of Kingston and Hammersmith were already on the road to creating a BID and securing ongoing funding streams.
- Maintaining its status as an employment centre; with improvements in public transportation Ealing had a great opportunity to support its existing office community and make its office stock more attractive to new occupiers and investors.
- A deteriorating street environment; Ealing's streets had fallen behind modern public expectations, improvement and maintenance was needed.
- Stimulating the evening economy; delivering the right mix of eating establishments and leisure attractions, in a safe environment, would encourage extended retail opening and attract people into the early evening.
- Commercial reality; investment was essential to avoid the town losing its position in the hierarchy of retail centres.

Once the decision had been taken to pursue a BID, the partnership set out a number of programmes during the lead up to the ballot campaign that the future organisation would be able to build upon. This helped to demonstrate progress and gain the confidence of the

wider business community behind the BID proposal. These initiatives included;

- A city centre ranger
- New city centre lighting scheme
- Footfall monitoring
- A festive lighting programme
- A programme of graffiti removal
- Improved CCTV coverage
- An events programme

The Ealing Broadway BID was confirmed in March 2006 with a turn-out of 51%. The proposal was supported by 65% of businesses by number which represented 64% of the rateable value in the BID area. The BID levy raises a budget of £330,000 per year with an additional £120,000 secured from alternative sources.

The BID's work is directly overseen by a 15 strong Board which meets monthly. The Board is drawn from the business community, both occupier's and property owners, the Council, the Metropolitan Police and education sector. Four themed groups meet to discuss and agree specific aspects of the operational programme.

Programmes

Active Ealing

Increasing footfall in Ealing Broadway and building investment confidence were key elements of the BID programme. The aim was to create a significantly higher sub regional profile for Ealing Broadway as a place to shop, do business in and unwind.

A range of marketing initiatives were designed to attract people to the city centre and encourage them to shop longer. These

initiatives have been delivered using a partnership approach and include an events programme, a visual identity for the area and an annual shopping guide. Other projects include the delivery of a city centre website and the promotion of businesses in the area. Significantly the BID provided a united lobbying voice for its constituents on issues that affected their future business.

Highlights of the promotional calendar have included the Christmas Festive Promotion incorporating an ice rink, lighting and shopping guides, a Summer Festival Promotion and city centre markets. Each has contributed to increased levels of footfall and has given Ealing an enhanced profile. Cameras have been installed to help measure the level of footfall and success of the events undertaken. Businesses which have a role in promoting Ealing Broadway were brought together to agree on a common approach to enhancing the profile of the city centre and attracting additional funding into the BID.

Cleaner Ealing

The BID sought to improve levels of cleanliness across Ealing Broadway in excess of the statutory minimum standards to make the shopping area a more pleasant place to shop and work and deliver higher levels of customer satisfaction.

To supplement Ealing Council's obligation to keep the city centre clear of litter and detritus between the hours of 8am and 8pm, BID funding was identified to extend the hours of cleansing. This helped to deliver cleaner streets earlier in the morning for workers, shoppers and visitors as they arrived. The BID also introduced additional street bins with cigarette butt capacity at strategic locations, these bins bearing the Ealing Broadway BID logo. A graffiti removal scheme was employed which removes graffiti from the area's "hotspots" and subsequently undertakes preventative measures.

The Ranger team is responsible for monitoring environmental issues on the street such as unauthorised rubbish dumping and reporting problems such as graffiti and fly posting to the Council. Further, they monitor the Council's street cleansing contractor, ECT, and suggest areas where street cleansing could be improved.

The BID publicises to all businesses the need for a waste removal contract and works with them to improve their waste management systems.

During 2007/8 18,000sqm of city centre paving was cleaned with an estimated 1m pieces of chewing gum removed. Cigarette stubber plates and ash trays were installed to the 60 rubbish bins in the area to reduce the level of smoking litter and 54 fly tips were cleared. A more timely system for removing graffiti was set up with 1817sqm of graffiti removed in the year.

Safer Ealing

Following the successful ballot the BID Company retained the services of the ranger employed by the Ealing Centre Partnership and appointed a second to work in the evenings and at weekends. Together, these two rangers operated as caretakers for Ealing Broadway. Their key operational duties were:

- Managing the Storenet/Nitenet Radio Safety Scheme;
- Setting up the Business Crime Partnership to share criminal intelligence with businesses and Police; and
- Co-ordinating the Police, CCTV and Radio Safety Scheme services with those of the private sector to ensure that security services provided to the city centre operate effectively and efficiently.

Through Street Rangers and the StoreNet/NightNet radio Safety Schemes, the BID works to reduce crime and anti-social behaviour, help visitors or shoppers feel safer and reduce business costs. The

BID works with agencies such as the Safer Ealing Partnership, the Safer Neighbourhoods Police Team and the YMCA to deliver the safety agenda and supports initiatives such as the Pubwatch scheme which targets underage drinking and drink related anti-social behaviour.

The Business Crime Partnership was designed to improve the quality of information shared between businesses and the Police. The Partnership sought to drive out crime in the city centre by targeting persistent and prolific offenders. The crime partnership has helped to improve the quality of intelligence, deliver a better exchange of information, achieve more arrests and help the Police adjust their patrolling and priorities towards the city centre's needs.

During its first term, the BID company has developed a team of 7 rangers, which has helped develop the radio safety scheme, delivered anti-social behaviour programmes, established a business crime partnership, improved the co-ordination between the Police, CCTV and store detectives, improved graffiti removal and monitored the delivery of the chewing gum programme. This has helped to reduce the levels of crime and anti-social behaviour, increased levels of safety, helped reduce business losses and provided for a better environment for visitors and staff. The BID in partnership with the Police has successfully lobbied the Council to establish a dispersal zone in Ealing Broadway and has asked for a Drinking Control Zone to be introduced.

In its first year of operation the BID company undertook a trial project to identify young people observed to be at risk of behaving in an anti social manner particularly during the evening and at weekends. Youth workers intervened to identify more rewarding alternatives such as local youth clubs. The BID also explored with the Council the possibility of providing Rangers with enforcement powers to allow them to serve Fixed Penalty Notices for illegal

dumping or other streetscape offences such as highway obstruction.

Accessible Ealing

To help visitors and shoppers feel more welcome and more easily make their way around the BID sought to modernise and improve signage in the city centre, upgrade street lighting and renew street furniture and paving. On a day to day basis the ranger team was employed to welcome visitors, act as ambassadors and offer information and advice.

During its initial term of operation a street clutter audit and subsequent removal has been completed and additional funding of £525,000 secured for improved paving and signage renewal on Ealing Broadway station towards the Broadway - which represents the gateway to the city centre. The Council's lighting contractor, EDF, has replaced existing street light columns in the centre of Ealing with the capability of displaying Christmas and festive lighting together with promotional signs for major events; improving the appearance and luminosity of Ealing Broadway at the same time.

The BID has set up and managed a grant scheme to help businesses "green" their immediate environment through a planting scheme and a programme of hanging baskets has been introduced.

To improve travelling times and work towards more sustainable travel, workshops and one to one sessions with business have been conducted to set up individual travel plans to and from work; the work in partnership with Transport for London.

Development

Ealing Broadway is poised to see a period of substantial investment over the next 5-10 years as a number of development sites come on stream. Dickens Yard is the existing Council car park located

behind the town hall on New Broadway. Redevelopment of this site will see an additional 680 homes plus modern retail space delivered. The Arcadia site runs from Springbridge Road up to the Overland and tube trains at Ealing Station and its redevelopment promises to re-invent the town with a landmark site providing new retail space and 700 new homes.

The Ealing Broadway BID has developed close working relationships with the relevant sections of the Council and with the developers themselves. This is to ensure that as these projects come on stream the benefits to the city centre are maximised and the potential burdens of large scale works mitigated.

The BID seeks to use these opportunities to upgrade and improve the physical infrastructure such as paving, signs and seating to make the city centre 'work better' as a place to visit, work, shop and socialise. Its aim is to achieve this through a Renewal and Redevelopment Working Group which brings together the various stakeholders to develop suitable action plans.

Ealing Broadway BID will be seeking the renewal of its mandate in 2011.

Reading

A community interest company is a new type of company introduced by the United Kingdom government in 2005 under the Companies (Audit, Investigations and Community Enterprise) Act 2004, designed for social enterprises that want to use their profits and assets for the public good.

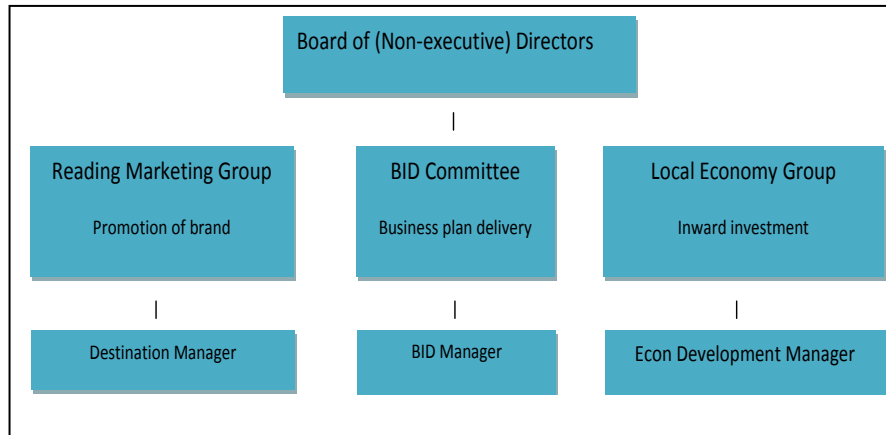
CICs are intended to be easy to set up, with all the flexibility and certainty of the company form, but with some additional features to ensure they are working for the benefit of the community.

Constituted in January 2006 as one of the first community interest companies in England, Reading UK CIC reconfigured into an Economic Development Company (EDC) in July 2007 and is now part of the government's EDC Network.

Its purpose is to promote and sustain the economic development of Reading to achieve sustainable prosperity for those that live, work, play, visit, do business and invest in the area.

- **Attracting and retaining investment**
- **Maintaining and enhancing environmental quality**
- **Supporting competitive business**

It has constituted three committees to deliver actions on its behalf: the Reading Marketing Group, the Local Economy Group and the Business Improvement District (BID) Committee.



The Company is organic. It has been formed to meet local needs rather than being created by government or another agency. It is Reading's economic development champion, a place shaping vehicle operating within the band of place, destination and economic development management. Its forming members included retailers, property owners, transport operators, media and public authorities.

The project to enhance Reading's image came about following research into Reading's standing as a destination, which found perceptions of the town falling far short of the reality. Working with a team of marketing professionals from areas of development, retail, hospitality, local government and education, the first phase of the Branding Project sought to establish exactly what Reading meant to local people, and various stakeholders.

The company developed a brand identity which established a clear verbal and visual personality for the town - one that conveys the range of qualities it is known for, as well as the quirky and unusual aspects it had not previously promoted.

The Business Improvement District has operated from April 1, 2009, with a mandate from town centre business for five years. The business plan is centred on three key themes: cleaner, safer, better promoted. These themes include evening entertainment to Christmas lights, to extra policing, and are important to anyone who visits, works or lives in the centre of Reading.

The renewed BID took in a larger geographic area than its predecessor, involving more businesses in the direct provision of many important town centre services. The BID business plan is very explicit in that it delivers additional services to those already provided by Reading Borough Council, and is in no way intended to replace those baseline services.

Destination Management in Reading focuses on ways to deliver information about the town to diverse visitor groups. It seeks ways to promote the town and works in a variety of non-traditional ways to attract more visitors. Its focus is not just on the staying visitor, but on those who visit on a daily basis - whether to work or shop or enjoy an evening out.

The Destination Strategy is an action plan outlining the areas in which the company can deliver, and the areas where it seeks to influence change. It is delivered by working in partnership with hotels and guest houses, retailers, transport operators and local agencies. The strategy is an integral part of the Strategy for Reading UK CIC, and as such has been adopted by the CIC Board, as well as by Cabinet at Reading Borough Council.

BID Results since 2004

BID	Type	Ballot Date	By Number	By Rates	Turnout
BID4 Bury	City centre	01/12/09	59%	68%	32%
Bayswater BID	City centre	20/11/09	59%	60%	34%
Birmingham Broad Street (2nd Term Ballot)	City centre	13/11/09	94%	96%	58%
Worcester BID	City centre	04/11/09	71%	79%	43%
Victoria BID	City centre	30/10/09	67%	73%	55%
Lincoln BIG (2nd Term Ballot)	City centre	29/10/09	79%	85%	53%
Plymouth BID (2nd Term Ballot)	City centre	19/10/09	89%	92%	45%
Witham Industrial Estate BID	Commercial	10/08/09	63%	76%	52%
Hams Hall BID	Commercial	31/07/09	86%	82%	79%
Kingstonfirst (2nd Term Ballot)	City centre	24/07/09	70%	74%	42%
Dumfermline BID	City centre	19/06/09	73%	62%	47%
Willow Lane	Ind Estate	06/05/09	93%	95%	42%
Hitchin BID	City centre	07/04/09	70%	70%	48%
Stratford BID	City centre	02/04/09	72%	69%	35%
Brackmills BID	Ind Estate	01/04/09	90%	95%	42%
Ilford BID	City centre	20/03/09	67%	64%	36%
Falmouth BID	City centre	13/03/09	70%	67%	54%
Colmore Business District	* Commercial	27/02/09	87%	90%	50%
Reading BID2 (2nd Term Ballot)	City centre	13/02/09	59%	67%	45%
Kimpton BID	Commercial	06/02/09	86%	87%	63%

Skipton BID	City centre	06/02/09	59%	73%	41%
Garratt Business Park Management	Ind Estate	17/12/08	90%	90%	67%
Royston First	City centre	02/12/08	61%	62%	39%
Preston BID	Commercial	28/11/08	73%	83%	25%
Newcastle BID	City centre	24/11/08	67%	59%	52%
Hinckley BID	City centre	18/11/08	64%	70%	39%
Bristol Broadmead (2nd Term Ballot)	City centre	31/10/08	55%	55%	53%
Paddington BID (2nd Term Ballot)	City centre	30/10/08	83%	90%	46%
Boston BID	City centre	22/10/08	73%	83%	24%
Liverpool BID (2nd Term Ballot)	City centre	17/10/08	64%	68%	42%
Alloa City centre BID	City centre	16/10/08	93%	93%	57%
Edinburgh BID	City centre	27/05/08	58%	63%	44%
Falkirk BID	City centre	09/05/08	70%	61%	39%
Lancing BID	Ind Estate	08/04/08	65%	83%	50%
Clackmannanshire BID	Ind Estate	01/04/08	85%	79%	48%
BID Leamington	City centre	31/03/08	61%	63%	41%
Inverness BID	City centre	18/03/08	73%	84%	34%
Bathgate BID	City centre	14/03/08	93%	82%	45%
Daventry First	City centre	13/03/08	74%	80%	27%
Coventry City Centre BID (2nd Term Ballot)	City centre	29/02/08	83%	85%	36%
Dorchester BID Company	City centre	29/02/08	81%	84%	56%
New West End Company (2nd Term Ballot)	City centre	21/12/07	63%	73%	43%

Astmoor Industrial Estate	Ind Estate	06/12/07	72%	77%	65%
Halebank Industrial Estate	Ind Estate	06/12/07	72%	70%	50%
Derby Cathedral Quarter BID	City centre	28/11/07	85%	74%	43%
Longhill and Sandgate BID (Hartlepool)	Ind Estate	12/11/07	80%	94%	29%
Dublin City Centre BID	City centre	30/10/07	77%	TBC	TBC
Nottingham Leisure BID	City centre	26/10/07	75%	75%	33%
Kings Heath BID	City centre	28/08/07	74%	53%	27%
Blackburn EDZ Industrial Estate BID	Ind Estate	02/08/07	89%	89%	40%
BID Taunton	City centre	31/07/07	72%	67%	42%
Winchester BID	City centre	26/07/07	54%	62%	45%
Worthing City centre BID	City centre	05/07/07	57%	53%	31%
Truro	City centre	05/07/07	71%	63%	51%
Sleaford BID	District Wide	05/07/07	69%	75%	40%
E11 BID	City centre	22/06/07	95%	91%	42%
Argall BID	Ind Estate	23/05/07	86%	93%	TBC
Segensworth Estates BID - Fareham	* Ind Estate	15/05/07	73%	TBC	30%
Segensworth Estates BID - Winchester	* Ind Estate	10/05/07	100%	TBC	76%
Cannock Chase BID	Ind Estate	30/03/07	62%	68%	44%
Erdington	City centre	29/03/07	74%	55%	31%
Croydon BID	City centre	28/02/07	63%	70%	44%
London Riverside BID	Ind Estate	26/02/07	82%	68%	30%
Heart of London Business Alliance (2nd Term Ballot)	City centre	26/02/07	86%	89%	62%
Angel City centre BID	City centre	23/02/07	77%	83%	51%

Coventry City Wide BID	District Wide	22/02/07	54%	59%	33%
Cater Business Park	Ind Estate	05/02/07	90%	80%	56%
InSwindon	City centre	01/02/07	69%	54%	41%
Oldham BID	City centre	06/12/06	76%	56%	45%
Southern Cross BID	Ind Estate	04/12/06	94%	99%	72%
Retail Birmingham BID	City centre	09/11/06	69%	62%	49%
Altham BID (2nd Ballot)	Ind Estate	08/11/06	61%	70%	70%
Hull BID	City centre	18/10/06	81%	76%	45%
Cowpen Industrial Association BID	Ind Estate	05/10/06	88%	87%	32%
Ipswich	City centre	24/07/06	66%	70%	49%
Brighton	City centre	26/05/06	64%	70%	46%
Swansea	City centre	04/05/06	74%	65%	45%
West Bromwich Albion BID	Ind Estate	07/04/06	79%	85%	48%
Hammersmith	City centre	29/03/06	57%	70%	48%
Great Yarmouth BID	City centre	28/03/06	82%	88%	44%
Ealing	City centre	28/03/06	65%	64%	51%
Hainault Business Park Business Improvement District	Ind Estate	20/03/06	85%	93%	52%
Camden Town Unlimited	City centre	01/03/06	83%	84%	50%
Waterloo Quarter Business Alliance	City centre	01/03/06	74%	92%	50%
Bolton Industrial Estates BID	Ind Estate	01/12/05	72%	84%	46%
Winsford Industrial Estate	Ind Estate	19/11/05	89%	71%	50%
Reading BID	City centre	19/11/05	68%	60%	38%
London Bridge	City centre	17/11/05	71%	78%	50%

Liverpool City Central BID (2nd Ballot)	City centre	20/10/05	62%	51%	56%
Rugby	City centre	30/09/05	66%	74%	50%
Keswick	City centre	22/09/05	55%	74%	50%
Blackpool City centre	City centre	23/08/05	89%	74%	40%
Bristol Broadmead	City centre	30/06/05	60%	56%	59%
Birmingham Broad Street	City centre	26/05/05	92%	97%	65%
Lincoln	City centre	18/04/05	79%	83%	44%
Bedford	City centre	30/03/05	77%	81%	40%
New West End Company	City centre	16/03/05	61%	69%	53%
Plymouth BID	City centre	01/03/05	77%	66%	58%
Paddington BID	City centre	01/03/05	87%	88%	51%
Coventry City Centre BID	City centre	24/02/05	78%	75%	38%
Holborn Partnership	Commercial	11/02/05	82%	77%	50%
Better Bankside (London)	District Wide	24/01/05	75%	67%	48%
Heart of London Business Alliance	City centre	31/12/04	71%	73%	62%
Kingston First (Kingston Upon Thames)	City centre	16/11/04	66%	66%	37%