Research and Information Service
Briefing Paper

Paper No. 48/21 | 3 June 2021 | NIAR 89-2021

A High Street Task Force for Northern Ireland: A Comparative Perspective

RaISe

This Briefing Paper is prepared for the Committee for The Executive Office, to facilitate its consideration of the development of a High Street Task Force in Northern Ireland.

Key Points:

Over the past 10 years, successive United Kingdom (UK) Governments have introduced policies aimed to support the economic outlook of high street retailers;

- The UK Government commissioned a High Streets Task Force for English Towns and Cities in 2018;
- Run by the Institute for Place Management (IPM), the key role of the Task Force is to support cities and towns that have secured funding under the Future High Streets Fund;

In 2020, the Northern Ireland (NI) Executive announced a High Street Task Force, to regenerate town and city high streets in NI.

- In February 2021, the NI Task Force met formally for the first time.

Urban regeneration projects involving High Street Renewal (HSR) are found globally. The HSR projects described in this Briefing Paper vary in their scale, intention, socio-economic context. For example,

- HSR in Detroit did not seek to rejuvenate historical industries; rather, it manages the decline in those sectors by promoting community wellbeing and cohesion;
- Each HSR example project demonstrates a mixture of funding and governance regimes, including public-private partnerships (PPP) (e.g. Toronto, Gothenburg, Berlin), publicly-funded investments (e.g. Greater Manchester) and public-private-philanthropic funding (e.g. Detroit);
- Each city's HSR model varies, depending on whether the given HSR and related urban regeneration is: business-led (e.g. Toronto); community led (e.g. Greater Manchester); or, government led (e.g. Lille). Moreover, its leadership style determines its chosen pathway and priorities;

Other key findings arising from HSR projects examined in the Paper are:

- A multifaceted, knowledge-driven approach building on existing community and commercial assets is most effective;
- Successful HSR projects required interventions from within the focus area and in the wider economic catchment area; and,
- It is critically important to match high street interventions with demand for extra facilities and retail opportunities amongst residents and businesses;

In addition, few of the cited examples focus solely on commercial development as the key to HSR. Instead, high street spaces also were integral to providing community, cultural and educational resources, alongside commerce.

Introduction

This Briefing Paper is to support the Committee for the Executive Office (the Committee), in its consideration and scrutiny of the development of a High Street Task Force for Northern Ireland (NI). It is to support the Committee when comparing and assessing the effectiveness of a selection of national and international High Street Regeneration (HSR) examples. Specifically, the Paper presents evidence from six jurisdictions identified by the Committee, namely: Detroit (United States (US)); Toronto (Canada); Greater Manchester (United Kingdom (UK)); Lille (France); Gothenburg (Sweden); and, Berlin (Germany).

By way of contextualising subsequent sections, initially, the Paper provides a brief overview of HSR in the UK, including a summary of High Street Task Force initiatives in England and NI. Subsequently, it presents a comparative perspective of HSR examples in the noted jurisdictions. Each comparative section follows a similar structure, specifically: a brief overview of the prevailing social and economic conditions; an outline of the regulatory framework for regeneration; a summary of key HSR interventions; and, an evaluation of these interventions and information on funding.

To facilitate the Committee in its scrutiny role, key issues for consideration are presented in blue boxes at the end of each comparative section. The Paper concludes drawing on the research undertaken. Its contents are structured as follows:

Section 1: Overview of HSR in the UK;

Section 2: HSR in Detroit;

Section 3: HSR in Toronto;

Section 4: HSR in Greater Manchester;

Section 5: HSR in Lille;

Section 6: HSR in Gothenburg;

Section 7: HSR in Berlin; and,

Section 8: Concluding Remarks and Issues for Consideration.

1 Overview of HSR in the UK

To contextualise subsequent sections in this Paper, this section provides background information on HSR in the UK. It summarises the High Street Task Force project in England and explains the UK Government's underlying rationale for introducing it. Additionally, it gives a brief summary of HSR in NI and presents an overview of the NI High Street Task Force.

1.1 HSR in the UK: Origins of the High Street Task Force

A decade ago, in 2011, the *Portas Review* summarised the challenges for high street retailers as follows: [1]

> *The phenomenal growth of online retailing, the rise of mobile retailing, the speed and sophistication of the major national and international retailers, the epic and immersive experiences offered by today's new breed of shopping mall, combined with a crippling recession, have all conspired to change today's retail landscape.*

Over the past 10 years, successive UK Governments introduced policies to boost the economic outlook of the high street. Table 1 below presents a summary of key UK government interventions in this area:

[1] Portas, M (2011) *The Portas Review: An independent review into the future of our high streets*: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6292/2081646.pdf

Table 1: Summary of UK Government support for High Streets 2011-2020[2]

Year	Intervention	Summary
2011	The Portas Review	Review into UK high street by Mary Portas. It cited the growth of online retailing as a factor in changing the UK retail landscape.
2012	Supporting local markets	The National Association of British Market Authorities set up *Love your Local Market*[3] campaign the aim was to help new market traders start-up businesses, and promote local markets.
2013	Business Rates Review	300,000 eligible small shops in England benefitted from business rates discounts and reliefs.
2014	Review of Business Improvement Districts (BIDs)	The Review proposed the following: • Increased involvement of BIDs in planning; • Implementing guidance to encourage local authorities to involve BID contribution at planning committees on relevant applications; and, • Increased transparency for all BID bodies to strengthen accountability.
2014	Parking Reform	Reforms included the following measures: • 10-minute 'grace periods' when parking on-street; • Review of parking in local areas; and, • Reform of operational parking guidance to help motorists.
2014	Planning	Planning restrictions lifted to help landlords make better use of their empty properties. Helping start-up businesses to set up in the high street, or by making it easier to turn commercial properties into residential facilities to increase resident population and local footfall. Changes to permitted development rights offering town centres the flexibility they need to adapt existing buildings. Consultation on permitting change of use from retail to restaurants, cinemas, gyms, skating rinks and swimming pools.
2014	High Street Forum	Retail leaders and industry experts advising government in the formulation and delivery of policies to support the high street and town centres.
2014	Great British High Street	Competition to celebrate UK High Streets.
2018	Plan for the High Street	Announced as part of the UK Budget 2018, measures include the following:[4] • Business rates discounts; • Future High Street Fund; • High Street Task Force;

[2] Ministry of Housing, Communities and Local Government (2021) https://www.gov.uk/government/organisations/ministry-of-housing-communities-and-local-government
[3] NABMA (2020) *Love your Local Market*: https://nabma.com/love-your-local-market-2020/
[4] HM Treasury (2018) *Budget 2018: Our Plan for the High Street*: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/752126/HighStreets_web.pdf

		• Planning Reform; and, • Strengthening community assets.
2018	Future High Street Fund	Shared Funding of around £1 billion to support 100 town centres in England. Unitary Authorities, Metropolitan Districts, London Boroughs and District Councils in England can bid for the funding.[5] Towns are shortlisted only if they can demonstrate that they have secured shared funding and support from the relevant local authority, local businesses or other organisations. The Fund does **not** make awards to local areas seeking to expand traditional retail on their high streets. Majority of the Fund (90%) will be used to fund capital projects that: • Improve transport access to town centres; • Improve vehicle and pedestrian flow in town centres; • Relieve congestion; • Provide infrastructure to facilitate new housing and office spaces; and, • Seek to substitute under-used and persistently vacant retail units into residential units. Part of the Fund has been reserved for high streets that are located within Conservations Zones. The Fund also provides investment to establish High Street Force.
2019	High Street Task Force	Team of experts to support towns shortlisted in the Future High Streets Fund.
2020	High Street Task Force Covid-19 Recovery Framework	The Institute of Place Management, lead Partners of the High Streets Task Force, has developed a COVID-19 Recovery Framework.

Source: Ministry of Housing, Communities & Local Government, 2020.

[5] Ministry of Housing, Communities & Local Government (2018) *Future High Streets Funds: Calls for Proposals*: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/783531/Future_High_Streets_Fund_prospectus.pdf#page=10

1.2 High Street Task Force in England

The UK Government commissioned the High Streets Task Force in 2018, as part of its *Plan for the High Street,*[6] and in response to recommendations contained in *The High Street Report* chaired by Sir John Timpson.[7] Launched on 2 July 2019, it has been run by the Institute for Place Management (IPM), on behalf of the UK Government. Its key role is to support English towns and cities that have secured funding under the Future High Streets Fund competition (see table 1 above).

In December 2019, the UK Government announced the first 14 high streets that were to receive a share of the £1 billion (bn) total funding. Each of the 14 towns were to receive £25 million (m) in training and support. The UK Government described the training provided by the High Street Task Force as follows:[8]

> *… face-to-face support, access to cutting-edge research, new online training, and local footfall data to give businesses that vital edge and transform local town centres.*

Partner Organisations

The High Street Task Force is an alliance of the 13 Partner Organisations. Annex 1 to the Paper presents a brief summary of the contribution made by these partner organisations to the work of the High Street Task Force.

Needs Based Support

Support is offered to local authorities on a direct basis. This includes a four-year programme, based around analysis of need at a local level, and using criteria agreed with the Ministry of Housing, Communities and Local Government. Annex 2 of this Paper presents a summary of direct needs based support initiatives.

Information Sharing

A key role of the High Street Task Force is the dissemination of information and research in relation to town centre renewal. Local authorities are able to access up-to-

---

[6] HM Treasury (2018) *Budget 2018: Our Plan for the High Street*: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/752126/HighStreets_web.pdf

[7] Timpson, J (2018) *The High Street Report*: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/766844/The_High_Street_Report.pdf

[8] Ministry of Housing, Communities & Local Government (2019) *Further funding and expert support for high streets*: https://www.gov.uk/government/news/further-funding-and-expert-support-for-high-streets

date behavioural data that will provide insights into consumer habits.[9] Table 2 below summarises the information available on the High Street Task Force website:

Table 2: High Street Task Force Online Resources[10]

Online Resource	Summary
Resource Library	A Repository of resources, materials and data on high streets. All items are reviewed by experienced researchers and an abstract of each is available that contains key takeaways and links to the knowledge frameworks (so the resource is easily searchable/found and also prompts you to investigate associated resources). New items are added on a weekly basis, in line with the current focus and needs of high streets.
Webinar Programmes	Online training and videos on subjects, such as; • Understanding Place Data; • Developing Place Analysts; • Understanding place sentiment data; and, • Transformation Route Map.
Data Dashboards	Designed to help those engaged in place management understand the performance of their town centre. Includes relevant benchmark indicators, such as footfall and sentiment data.
Best Practice Guides	Downloadable guides and case studies on how town centres have overcome a variety of challenges.
Knowledge Frameworks	High Street strategies on: Covid-19 recovery; regeneration; and, transformation and 25 priorities to make town centres “Vital and Viable”.
Place Capacity Map	An interactive map displaying partnerships and funding that can support high street transformation.

Source: High Street Task Force, 2020.

1.3 A High Street Task Force for NI: background and overview

The idea of a High Street Task Force for NI is not new. Back in 2009, the then Committee for Social Development conducted an inquiry into Town Centre Regeneration.[11] Subsequently, the then Department for Social Development (DSD) set up a High Street Task Force of senior officials to review the NI position. The Task Force produced a report in 2012 containing relevant issues and recommendations.[12] The 2012 Task Force was not intended to be a permanent or a long-term initiative. It was essentially set up by the then Minister for Social Development, to review NI high streets, with particular regard to the recommendations contained in the UK Portas High Streets Review (see section 1.1 above).

[9] Ministry of Housing, Communities & Local Government (2019) Press Release: *New Task Force to help revitalise high streets and town centres*: https://www.gov.uk/government/news/new-task-force-to-help-revitalise-high-streets-and-town-centres
[10] High Street Task Force (2020) https://www.highstreetstaskforce.org.uk/
[11] Committee For Social Development (2009) Inquiry into Town Centre Regeneration: http://archive.niassembly.gov.uk/social/2007mandate/reports/report_14_09_10R.htm#8
[12] Northern Ireland Executive (DSD) (2012) *High Street Task Force Report:* *https://www.retailni.com/sites/default/files/policydocuments/dsd-high-street-taskforce-report.pdf*

More recently, in August 2020, the NI Executive announced a new High Street Task Force for NI, stating: [13]

It was agreed that a cross-departmental high street task force will be established to consider and address the key issues affecting businesses.

The statement above was part of a wider announcement outlining several Executive actions in relation to Covid-19. In a subsequent answer to an Assembly Question asking for an update on the NI task force, the Executive stated:[14]

This is a priority for us. Officials have been tasked with the establishment of the High Street Task Force Reference Group and the first meeting will take place in the next few weeks. It is clear that our town and city centres face a range of economic and social challenges. Whilst the Covid-19 pandemic has undoubtedly exacerbated the situation, many of the challenges are long-standing; stemming from the financial crisis of 2009, prolonged underinvestment in infrastructure, and changing patterns of consumer behaviour. This calls for a strategic, sustained response, with Departments and local government working in partnership to deliver a vision for sustainable town and city centres, as thriving sustainable hubs for the retail, services, hospitality and residential sectors. Our aim is to bring a proposal to the Executive for discussion in the near future.

It appears from the above that the Executive view the High Street Task Force as a more long-term initiative, rather than one designed to address the short-term economic effects of coronavirus-related lockdowns and restrictions on NI high streets. The High Street Task Force Reference group (mentioned above) currently consists of the following members: Retail NI; Hospitality Ulster; The Business Alliance (Confederation of British Industry, Institute of Directors, and Chamber of Commerce); Northern Ireland Local Government Association (NILGA) / SOLACE; and, relevant Executive Departments.

First Meeting

The first meeting of the NI Taskforce took place on 23 February, 2021. It was chaired by Junior Ministers, and formally adopted its terms of reference and the vision of:[15]

[13] NI Executive Office (2020) Executive Outlines Decisions on Coronavirus response https://www.executiveoffice-ni.gov.uk/news/executive-outlines-decisions-coronavirus-response

[14] NI Assembly , AQW 9026/17-22 http://aims.niassembly.gov.uk/questions/searchresults.aspx?&qf=0&asb=0&tbm=0&anb=2&abp=0&sp=1&qfv=1&asbv=0&tbmv=1&anbv=86&abpv=0&spv=23&ss=N0+J0YoIYg82UlN96nw+cvWlXyeap1XA&per=1&fd=&td=&pm=0&asbt=All%20Members&anbt=the%20First%20Minister%20and%20deputy%20First%20Minister&abpt=All%20Parties&spt=2020-2021

[15] NI Assembly AQW 2045/17-22: http://aims.niassembly.gov.uk/officialreport/report.aspx?&eveDate=2021-05-17&docID=337442#AQO%202045/17-22

Sustainable city, town and village centres which are thriving places for people to do business, socialise, shop, be creative and use public services as well as being great places to live.

On 6 May 2021, the NI First Minister stated that the Task Force will initially be in place for 5 years:[16]

Given its strategic role, we have established that the task force will probably be in existence for an initial period of five years, with an expectation of a review of its performance early in the next Assembly mandate so that we can see where we have got to, probably by this time next year. It is important that we realise that this not just a quick fix but will continue for a period of time. That is important, because the people on our high streets do not want us to come in, look at the issues, suggest a few things and leave again; they want us to continue to work with them in trying to develop high streets for the future, so there will be an initial period of five years.

2 HSR in Detroit

This section presents a brief overview of the prevailing social and economic conditions in Detroit. It provides a summary of key regulatory frameworks for regeneration, and analysis and evaluation of both HSR interventions and information on funding.

2.1 Detroit: Social and Economic Overview

Table 3 below summarises prevailing social and economic indicators, with regard to the city of Detroit:

Table 3: Detroit Social and Economic Indicators[17]

Population (2019)	Average household income	Area	Proportion adults with Second School qualifications only	Proportion adults with Bachelor degrees or higher	Poverty Rate
670,052 (40% decrease from 1970)	$21,760 (£15,388)	139 square miles	81.0 %	15.3%	35.0%

Source: US Census 2021

Detroit, in the state of Michigan, US, has experienced the effects of discriminatory racial policies on its citizens, manifesting in class conflict.[18] In combination, those

[16] Ibid.

[17] US Census Bureau, 2021, *Quick Facts, Detroit City, Michigan* https://www.census.gov/quickfacts/fact/table/detroitcitymichigan,MI/PST045219

[18] Sugrue T. (1996) The Origins of the Urban Crisis: Race and Inequality in Postwar Detroit

factors have resulted in severe poverty rates for the city (35%) and serious decline in the City's government ability to invest in infrastructure projects, which has resulted in large areas of the City becoming run down and dysfunctional.[19] The combined effect of those factors is most evident when looking at the abandonment of 17% of properties in the City area; 15,000 now under City ownership.[20]

Economically, Detroit has suffered severely from the closure of automobile manufacturing, which had carried the City to its boom years in the 1950s. Consequently, the population of Detroit almost halved between 1950 and 2010.[21] Detroit's recent history is marked by its declaration of bankruptcy in 2013, after its tax base amongst residents and industry contracted, and financial mismanagement by the City Mayor in the mid-2000s caused it to carry a deficit of $326 m.[22]

2.2 Regulatory framework for regeneration

The City of Detroit is at the local government level in the State of Michigan. The City Council is responsible for governing city affairs, including police, planning and health. It is responsible for creating and implementing urban plans pursuant to the *Michigan Planning Enabling Act of 2008;*[23] that Act requires the creation of a Master Plan of Policies and City Zoning Ordinance. It is notable here that implementation of the Strategic Framework for the "Detroit Future City" (DFC) (see sub-section 2.3 below) required amendments of the Master Plan of Policies and City Zoning Ordinance.[24]

Those amendments included City intervention into wastewater management, housing, transportation, finance, and green infrastructure policies. Such regulatory intervention was intended to promote alignment and coordination between city, regional and state approaches to planning. In doing, the noted intervention was to enable accountability of long-term changes to Detroit's planning across City governance.[25]

In particular, responding to one of the major issues in Detroit – i.e. mass vacancy and disused urban spaces - new land use definitions were created in the Master Plan of Policies, as well as stronger scope for mixed-used districts (i.e., not residential- or commercial-only designation).[26]

[19] Schindler S. (2017) *Detroit after bankruptcy: A case of degrowth machine politics* https://journals.sagepub.com/doi/pdf/10.1177/0042098014563485

[20] Detroit Future City (2020) *Rebuilding Home* https://detroitfuturecity.com/wp-content/uploads/2020/11/REPORT-DFC-Rebuilding-Home-November-2020.pdf p. 6

[21] The Detroit News (2016) *Detroit Population Rank is lowest since 1850* https://eu.detroitnews.com/story/news/local/detroit-city/2016/05/19/detroit-population-rank-lowest-since/84574198/

[22] Schindler S. (2017) *Detroit after bankruptcy: A case of degrowth machine politics* https://journals.sagepub.com/doi/pdf/10.1177/0042098014563485

[23] Michigan Planning and Enabling Act (2008) http://www.legislature.mi.gov/(S(xj3g1jal1er4tq45ve4x5vuz))/documents/mcl/pdf/mcl-act-33-of-2008.pdf

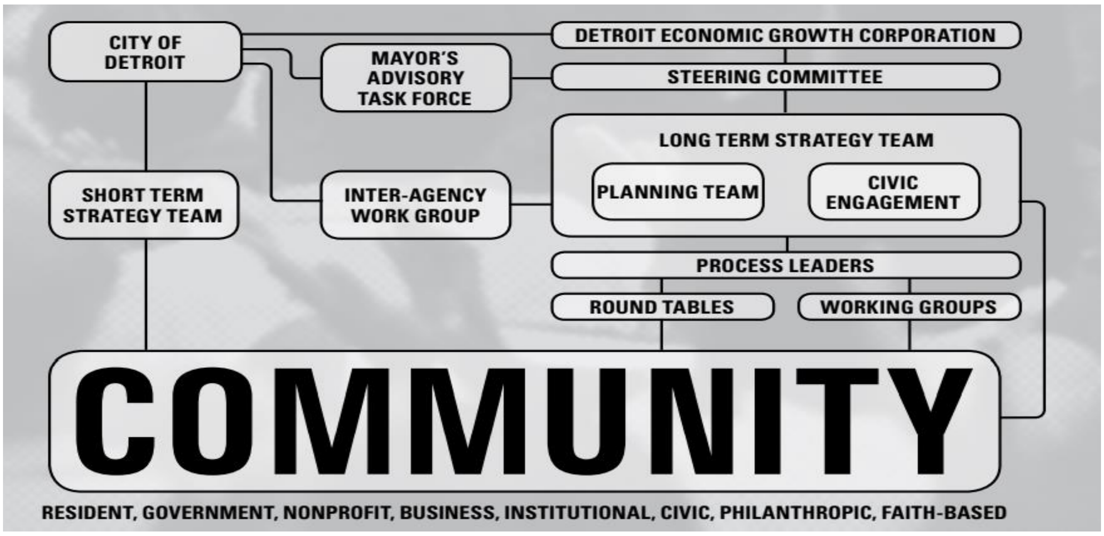
[24] Detroit Future City (2012) *2012 DETROIT STRATEGIC FRAMEWORK PLAN* https://detroitfuturecity.com/wp-content/uploads/2017/07/DFC_Full_2nd.pdf pp. 323-345

[25] Ibid.

[26] Detroit Future City (2012) *2012 DETROIT STRATEGIC FRAMEWORK PLAN* https://detroitfuturecity.com/wp-content/uploads/2017/07/DFC_Full_2nd.pdf pp. 323-345

Figure 1 below shows the governance structure, as outlined in the DFC Strategic Framework. Note the emphasis on community; a priority point of engagement and collaboration, which is found throughout the DFC Strategic Framework outline.

Figure 1: Governance Structure of the DFC project[27]



Source: Detroit Future City Strategic Framework 2012

2.3 Interventions for Regeneration

Academics have argued that Detroit cannot be saved *via* a revival of its car manufacturing industry; and instead requires an approach that fosters a response to the City's social and economic issues.[28] Recognising that in 2013, the City Mayor announced the project "Detroit Future City" (DFC), which included the $172 m "Strategic Neighbourhood Fund" (SNF).[29] The DFC does not seek to rejuvenate historical industries. Rather, it seeks an approach that manages decline and promotes community wellbeing and cohesion.[30] The aims of the DFC project are to:

- Manage decline rather than promote economic development by stabilising the city's economy; [31]
- Attain social and economic equity by improving the wellbeing of its remaining residents and prevent further population loss; [32] and,
- Work within environmental parameters of resilience and productivity, responding to racialized neighbourhood pollution issues. [33]

[27] Detroit Future City (2012) 2012 DETROIT STRATEGIC FRAMEWORK PLAN p. 4
[28] Steinmetz G. (2009) Detroit: A tale of two crises
[29] Invest Detroit (2019) An unprecedented effort to strengthen our neighborhood
[30] Schindler S. (2017) Detroit after bankruptcy: A case of degrowth machine politics
[31] Schindler S. (2017) Detroit after bankruptcy: A case of degrowth machine politics
[32] Detroit Future City (2012) 2012 DETROIT STRATEGIC FRAMEWORK PLAN p. 24-31
[33] Benz, T (2019) Toxic Cities: Neoliberalism and Environmental Racism in Flint and Detroit Michigan

A report by the City of Detroit claims that the DFC project will:[34]

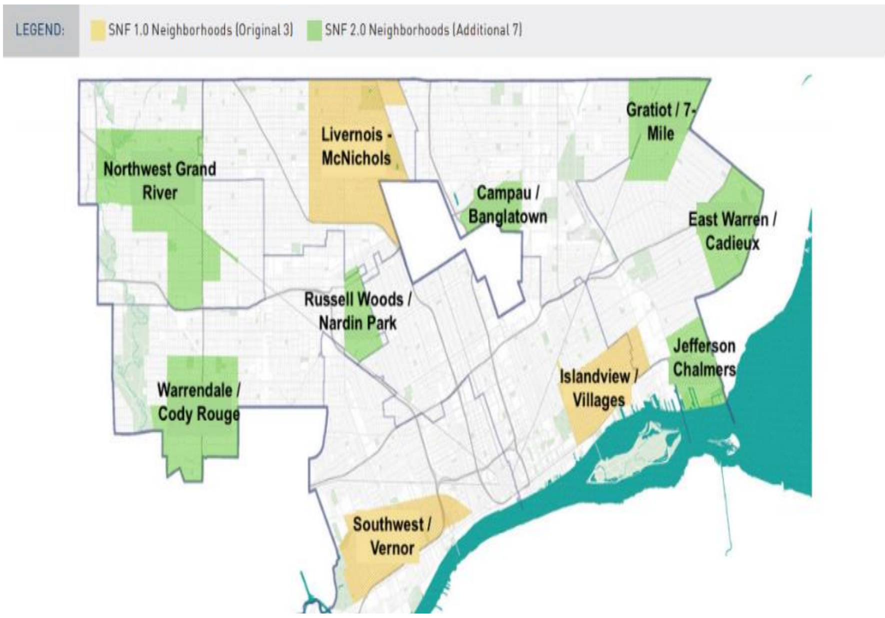
> *…mark the first time in decades that Detroit has considered its future not only from a standpoint of land use or economic growth but in the context of city systems, neighbourhood vision, and the need for greater civic capacity to address the systemic change necessary for Detroit's success.*

The aim of the SNF and its associated Complete Streets and Streetscape programmes is to[35]:

> *…achieve a beautiful corridor where neighbourhood businesses can thrive and where people feel safe and welcomed. The improvements will better support all forms of transportation including walking, biking, riding transit and taking a car.*

As part of DFC and the SNF, Detroit is focussing its interventions on ten neighbourhoods with existing anchors (assets that either draw people to or keep people within a place), including educational and healthcare establishments, commercial activity, dense populations and connectivity to other city districts, as highlighted at Figure 2 below):[36]

Figure 2: Location of 10 neighbourhoods selected for the SNF rounds 1 and 2[37]



Source: University of Michigan 2020.

[34] Detroit Future City (2012) 2012 DETROIT STRATEGIC FRAMEWORK PLAN p. 9

[35] City of Detroit (2021) *Streetscape Programme* https://detroitmi.gov/departments/department-public-works/complete-streets/streetscape-program

[36] Invest Detroit (2016) *Strategic Neighborhood Fund, Detroit* http://archive.m1dtw.com/downloads/M1DTW_Strategic-Neighborhood-Fund.pdf

[37] Wileden L and Branche-Wilson A (2020) *DETROIT'S STRATEGIC NEIGHBORHOOD FUND: A BASELINE REPORT OF RESIDENT PERCEPTIONS* https://poverty.umich.edu/files/2020/12/PovertySolutions-StrategicNeighborhoodFund-PolicyReport-r6.pdf

The City of Detroit aims to encourage movement from high into low vacancy residential areas, by transforming the latter into commercial/social hubs and the former into green tracts and recreational areas.[38]

The choice of interventions within each neighbourhood was informed by extensive community engagement programmes over a 2-year period, with DFC recording over 70,000 survey responses and conducting hundreds of community meetings and workshops.[39] Combined with this, the City emphasises its data-driven approach of analysing, for example, tenancy, employment and tax data, as well as childhood development metrics for prioritising and scoping intervention projects[40].

Of the ten neighbourhoods in receipt of SNF funding, Livernois-McNichols has progressed furthest. That area was chosen for the following reasons:[41]

- Its anchor educational facilities and medical campus;
- A diverse income profile;
- A proportion of reusable building stock (redeveloped in association with the city-wide $250 m Affordable Housing Leverage Fund, plus $200 m from philanthropic donations);
- Strong infrastructural connectivity to other neighbourhoods; and,
- Historic architecture and medical campus buildings.

Specific interventions at the street level have included: [42]

- Reconfiguring traffic to have single-lane roads;
- Widening pavements to 24-feet to allow for café seating for businesses;
- Installing new lighting and landscaping features, including greenery;
- Installing bike lanes at pavement rather than street level, thus separating car and cycle traffic; and,
- Removing a concrete divider in the centre of the road that prevented people from accessing businesses by car.

In combination with those infrastructure changes, the SNF also invested $260,000 in *forgivable loans*[43] for 21 local businesses, to help them transition from informal to

[38] Detroit Future City (2012) *2012 DETROIT STRATEGIC FRAMEWORK PLAN* https://detroitfuturecity.com/wp-content/uploads/2017/07/DFC_Full_2nd.pdf p. 15

[39] Detroit Future City (2012) *2012 DETROIT STRATEGIC FRAMEWORK PLAN* https://detroitfuturecity.com/wp-content/uploads/2017/07/DFC_Full_2nd.pdf p. 5

[40] Detroit Future City (2012) *2012 DETROIT STRATEGIC FRAMEWORK PLAN* https://detroitfuturecity.com/wp-content/uploads/2017/07/DFC_Full_2nd.pdf p. 235

[44] Invest Detroit (2016) *Strategic Neighborhood Fund, Detroit* http://archive.m1dtw.com/downloads/M1DTW_Strategic-Neighborhood-Fund.pdf p. 5

[42] City of Detroit (2021) *Livernois Streetscape Project* https://detroitmi.gov/departments/department-public-works/complete-streets/streetscape-program/livernois-streetscape-project

[43] The City of Detroit (2019) explains that "eligible business owners will be able to borrow $5,000 up to $20,000 and will not have to make any payments for the first two years, after the streetscape construction is complete. After making 24 months of on-time payments, the remaining 36 months of the loan will be forgiven, meaning the business owners can have 60% of their loan forgiven" https://detroitmi.gov/news/livernois-streetscape-parking-and-access-issues-greatly-improved-businesses-say-check-us-out

formal, permitted businesses.[44] The loans also aim to help them stabilise and respond to street-level disruptions carried out by the City (listed above). The City also facilitates organising biannual "Livernois Soup" events, to raise money for and promote local businesses. In tandem with these events, the City offers free support to businesses in planning their marketing strategies and enhancing public visibility by improving, e.g., shop-front signage. [45]

Responding to high levels of unemployment, the City of Detroit also has emphasised upskilling and offering apprenticeships to local residents in neighbourhood construction and planning projects; whilst maximising contact with community groups for long-term employment and education collaborations. [46]

2.4 Evaluating Success

Measuring the above interventions' success at an economic level is challenging, since the interventions across the SNF neighbourhoods are either only recently completed or still in progress. However, the University of Michigan conducted a residents' perspectives review in 2020 to better understand perceptions of place. Its key findings included: [47]

- Residents in areas benefitting from the first round of the SNF (see Figure 2 above) were significantly more likely to report satisfaction in their neighbourhoods and the City's interventions than residents outside those areas;
- Residents in the same neighbourhoods perceive more people moving into their areas, new businesses are opening, higher public safety, increased neighbourhood attractiveness and higher property values; and,
- Where SNF works have not yet begun or been completed in round 2 areas, perceptions of neighbourhood assets and wellbeing are no better or worse than other non-SNF neighbourhoods in Detroit.

2.5 Funding

While the City of Detroit is the leader of the DFC project, a large number of public, private, philanthropic and community stakeholders are also involved at both the city and neighbourhood levels. Table 4 below presents a summary of the funding mechanisms for each intervention:

[44] City of Detroit (2019) *With Livernois streetscape parking and access issues greatly improved, businesses say, "Check us out!"* https://detroitmi.gov/news/livernois-streetscape-parking-and-access-issues-greatly-improved-businesses-say-check-us-out

[45] City of Detroit (2021) *Livernois Streetscape Project* https://detroitmi.gov/departments/department-public-works/complete-streets/streetscape-program/livernois-streetscape-project

[46] Detroit Future City (2012) *2012 DETROIT STRATEGIC FRAMEWORK PLAN* https://detroitfuturecity.com/wp-content/uploads/2017/07/DFC_Full_2nd.pdf p. 175-185

[47] Wileden L and Branche-Wilson A (2020) *DETROIT'S STRATEGIC NEIGHBORHOOD FUND: A BASELINE REPORT OF RESIDENT PERCEPTIONS* https://poverty.umich.edu/files/2020/12/PovertySolutions-StrategicNeighborhoodFund-PolicyReport-r6.pdf

Table 4: Funding the DFC

Example	Funding Type	Investors	Total Leveraged
Strategic Neighbourhood Fund Round 2 (SNF)[48]	Public Private Philanthropic	Public: City of Detroit, Michigan State Philanthropic: J.P. Morgan Chase, Reimagining the Civic Commons (a coalition of funding from the Kresge Foundation, the Knight Foundation, JPB and the Rockefeller Foundation), Ford Foundation, Hudson-Webber Foundation, CDFI Fund, Ralph C. Wilson Jr. Foundation	Public: $59million $15million Philanthropic: $56million
Affordable Housing Leverage Fund[49]	Public Private Philanthropic	Public: City of Detroit Philanthropic: J.P Morgan Chase Loans: J.P Morgan Chase Flagstar Bank, Citizens Bank and First Independent Bank Kresge Foundation	Public: $50million Philanthropic: $2.5million Loans: $12.5million $15.5million $10million
Commercial Corridors (75% to road and sidewalk improvement, 25% to corridor enhancement) [50].	Public Private Partnership	City of Detroit Michigan State USA Bond Funds	$193 million $125 million

Source: City of Detroit 2017

[48] City of Detroit, Invest Detroit, No Date, *Strategic Neighbourhood Fund 2.0* https://www.dropbox.com/s/n0r7xjn9p9x6edr/SNF2.0 book - single page.pdf?dl=0

[49] The Detroit News (2020) D*etroit makes a $50 million commitment toward affordable housing* https://eu.detroitnews.com/story/news/local/detroit-city/2020/09/29/detroit-announcing-multi-million-dollar-commitment-toward-affordable-housing/3566552001/

[50] City of Detroit (2017) *DETROIT CITY COUNCIL UNANIMOUSLY APPROVES $125M IN BOND FUNDS TO REVITALIZE 23 NEIGHBORHOOD COMMERCIAL CORRIDORS* https://detroitmi.gov/news/detroit-city-council-unanimously-approves-125m-bond-funds-revitalize-23-neighborhood-commercial

Potential Issues for Consideration:

The Committee may wish to ask the Department for The Executive Office (TEO) and/or the NI High Street Task Force the following:

1. Has any work been undertaken with regard to assessing what economic, social and commercial data are available to define project areas?
2. If so, are there any data gaps; and how can those gaps, if any, be rectified?
3. What consideration has been given to upgrading transport and infrastructure in town centres in order to attract visitors?
4. When selecting towns or villages for HSR assistance, will priority be given to areas with existing anchors (assets that either draw people to or keep people within a place)? Please detail the underlying rationale.
5. Or, when selecting, will the focus be on assisting areas without such anchors? Please detail the underlying rationale.
6. Has any consideration been given to specific street level interventions, such as widening footpaths or single lane traffic changes? If so, has any work been undertaken to estimate the anticipated costs of those or other changes?
7. Has TEO engaged with the Department for Infrastructure in that regard?
8. Has TEO given any consideration in relation to offering “forgivable loans” to NI high street retailers? If so, what did it discuss and decide? If not, why has TEO not considered such loans?
9. Have any assessments been undertaken by TEO to assess actual and potential UK and other philanthropic links that could be made with NI communities, which could be identified and pursued to gain private funding for HSR interventions in this area?

3 HSR in Toronto

This section presents a brief overview of key prevailing social and economic conditions in Toronto. It provides a summary of the central regeneration regulatory framework, and an analysis and evaluation of both HSR interventions and funding information.

3.1 Social and Economic Overview of Toronto

Table 5 below summarises key social and economic indicators with regard to the City of Toronto:

Table 5: Toronto Social and Economic Indicators

Population (2019)	Average household income	Area	Proportion adults with secondary qualifications only	Proportion adults with Bachelor degrees or higher	Poverty Rate
2,731,571 (4.5% growth on 2011)	$65,829 (£37,838)[51]	243.3sq miles	20.4 %[52]	44.1%[53]	11.3%[54]

Source: City of Toronto 2017

Toronto is located in the province of Ontario in Canada. It is Canada's largest city; historically attractive to immigrants, with 50% of its population made up of a minority population.[55] Its population is growing at almost 10% per decade.[56] As such, meeting demand for new housing, services and commercial requires cross-city planning. Toronto's City Plan incorporates developing and sustaining:[57]

- Vibrant neighbourhoods;
- Affordable housing;
- Attractive and healthy natural and built environments;
- An effective transit system;

[51] City of Toronto (2017) *2016 Census: Income* https://www.toronto.ca/wp-content/uploads/2017/10/8f41-2016-Census-Backgrounder-Income.pdf#:~:text=The%20median%20household%20total%20income%20was%20%2488%2C306%20for,with%203.1%20individuals%20being%20the%20average%20family%20size .p. 1

[52] City of Toronto (2017) *2016 Census: education, labour, journey to work, language of work, mobility and migration* https://www.toronto.ca/wp-content/uploads/2017/12/94ce-2016-Census-Backgrounder-Education-Labour-Journey-to-work-Language-Mobility-Migration.pdf p. 2

[53] Ibid.

[54] iPolitics (2020) *What the latest poverty figures show about who is poor in Canada.* https://ipolitics.ca/2020/02/25/what-the-latest-poverty-figures-show-about-who-is-poor-in-canada/#:~:text=A%20majority%20of%20provinces%20and%20several%20major%20cities,Toronto%E2%80%99s%20poverty%20rate%20hovers%20at%2011.3%20per%20cent.
N.B. Poverty in Canada is measured by a Market Basket Measure (MBM), wherein a family is considered as living in poverty if they cannot afford the basics goods (defined by the MBM) in their community. (https://www.statcan.gc.ca/eng/topics-start/poverty)

[55] City of Toronto (2020) *Toronto City Health Check Chapter 1* https://www.toronto.ca/wp-content/uploads/2019/11/99b4-TOHealthCheck_2019Chapter1.pdf

[56] Ibid.

[57] City of Toronto (2017) *Toronto Official Plan Chapter 1* https://www.toronto.ca/wp-content/uploads/2017/11/8fd8-cp-official-plan-chapter-1.pdf

- A competitive and stable economy;
- Resilience to climate changes; and,
- Cultural facilities and public services.

Economically, Toronto is generally considered the financial and industrial capital of Canada. Its economy is well diversified with a wide spectrum of sectors including finance, media, technology and tourism. [58] Historically, the St Lawrence River played a critical role in Toronto's early growth. This inland water route, connecting to the Atlantic Ocean, remains important for trade.[59]

Challenges for high streets in Toronto include the high cost of city rents (Toronto is the most expensive city for rental accommodation in Canada) and increased competition from online retail. In a 2021 survey conducted for the City of Toronto, business owners also cited unclear regulatory frameworks, lack of business skill and expertise and challenging infrastructure environments (lack of parking, construction disruption, safety and social issues), as other key challenges to their businesses' success.[60]

3.2 Regulatory Framework for Regeneration

Healthcare and education in Toronto are controlled by the Ontario provincial government. The City of Toronto operates as a municipal (local) government, comprising of 26 council members and a mayor. It is responsible for urban planning, housing, environment, infrastructure, licencing, communities and economy.[61] Urban regeneration occurring within Toronto is planned and approved at the City Council level. The City of Toronto also has powers to create municipal by-laws. [62]

Business Improvement Areas

One such by-law is the creation of Business Improvement Area (BIA) organisations under the City of Toronto Municipal Code (2007).[63] That allows BIAs to undertake strategic planning as well as maintain street-scaping and capital assets within their nominated area.[64]

BIAs are non-governmental organisations comprised of commercial and industrial property owners and their non-residential tenants.[65]

---

[58] Britannica (2021) *Economy of Toronto* https://www.britannica.com/place/Toronto/Economy
[59] Port of Toronto (2021) *About the Port* https://www.portstoronto.com/port-of-toronto/about-us.aspx
[60] Ibid.
[61] City of Toronto (2021) *About your local government* https://www.toronto.ca/city-government/council/my-local-government-its-for-me/about-your-local-government/
[62] City of Toronto (2021) *About Bills, By-Laws and the Municipal Code* https://www.toronto.ca/legdocs/bylaws/law-home/about-bylaws-and-code.htm
[63] Toronto Municipal Code (2021) *Chapter 19 Business Improvement Areas* *https://www.toronto.ca/legdocs/municode/1184_019.pdf*
[64] Government of Ontario (2010) *Business Improvement Area Handbook 2010* http://www.mah.gov.on.ca/Asset7396.aspx
[65] City of Toronto (2020) *Business Improvement Areas (BIAs)* https://www.toronto.ca/city-government/accountability-operations-customer-service/city-administration/city-managers-office/agencies-corporations/agencies/business-improvement-areas-bias/

The organisational structure of BIAs is a board of management from elected local businesses and non-residential property owners. BIAs' boards also have a seat for City Council members.[66] The extent of the City of Toronto's involvement in BIAs has been critiqued as resulting in BIAs becoming an arm of City of Toronto government, rather than an organisation that serves the interests of its members.[67]

3.3 Interventions for Regeneration

Emery BIA

Emery BIA is the largest in Toronto by geographic area. In Emery, the BIA - in coordination with the City of Toronto - has made the following plans to improve the high street and thereby encourage businesses to flourish. Their interventions include:

- Façade improvements, including the adaptation of heritage and industrial buildings for commercial and residential use;[68]
- Provision of affordable housing; [69]
- Accessibility improvements including improved signage, parking and cycling facilities;[70]
- Support to businesses for marketing and digitalisation;[71]
- Provision of Wi-Fi in High Streets to serve businesses and attract new customers;[72]
- Street-scaping programmes, which include the installation of lighting, gardens, central road division plantings, planter boxes and benches;[73] and,
- A 'Streetscape manual' for 'branded' high streets and business areas under Emery BIA, which enables business and property owners to make property and street-front changes consistent with the community's wider branded image.[74]

Digital Main Street

Since 2016, in response to the wider shift towards online retail and subsequently the COVID-19 pandemic, the Ontario Business Improvement Area Association (OBIAA) (of which Toronto's BIAs are part) began its 'Digital Main Street' campaign, in association with local BIAs such as that in Emery. [75] This campaign is designed to increase the

[66] Ibid.
[67] BIA Buzz (no date) *About Toronto's BIAs* http://biabuzz.ca/per-diem-payments-for-bias/
[68] Emery Village BIA (2021) *Commerical Facade Programs* https://emeryvillagebia.ca/commercial-facade-programs/
[69] Association of Municipalities Ontario (2018) *Ontario's Main Street Revitilization Initiative* https://www.amo.on.ca/sites/default/files/assets/DOCUMENTS/MainStreet/MainStreetFundingGuide_FinalAccessible.pdf
[70] Emery Village BIA (2021) *Commercial Façade Programs* https://emeryvillagebia.ca/commercial-facade-programs/
[71] Association of Municipalities Ontario (2018) *Ontario's Main Street Revitilization Initiative* https://www.amo.on.ca/sites/default/files/assets/DOCUMENTS/MainStreet/MainStreetFundingGuide_FinalAccessible.pdf
[72] Association of Municipalities Ontario (2018) *Ontario's Main Street Revitilization Initiative* https://www.amo.on.ca/sites/default/files/assets/DOCUMENTS/MainStreet/MainStreetFundingGuide_FinalAccessible.pdf
[73] Emery Village BIA (2021) *Commercial Façade Programs* https://emeryvillagebia.ca/commercial-facade-programs/
[74] Emery Village BIA (2020*) Streetscape Manual* https://emeryvillagebia.ca/wp-content/uploads/2020/01/Streetscape_Manual_Appendix.pdf
[75] OBIAA (2021*) Digital Main Street* https://obiaa.com/projects/digital-main-street/

online presence of local businesses to promote sales and growth by providing targeted one-on-one support to businesses for building websites, to help them to boost their remote operations and boost online trade.[76] It is operated in coordination with the Digital Main Street organisation, which coordinates its activities with companies like Google, Shopify, MasterCard and Microsoft. [77]

3.4 Evaluating Success

BIAs in Toronto have received criticism for their operational and commercial focus, with a lack of consideration for community and social needs and local job creation.[78] This is likely owing partly to their governance structure. For example, board members comprise local business and property owners, without residents and consumers, and constraints in human resource to conduct meaningful community engagement and collaboration.[79]

BIA involvement in HSR therefore lends itself to producing commercially focussed high streets, with limited vision for wider community assets, such as arts, day care or youth centres. This is important because, according to a University of Southampton report, high streets with mixed social/commercial usage are likely to have fared better in their resilience to the shift to online commerce.[80] Multifunctional High Streets (i.e. not just commercial) in the UK also were found to have a higher footfall throughout the year. [81]

With regard to the Digital Main Street project, since 2016, over $12million in public funding has been spent in Ontario on supporting the digitalisation of businesses.[82] In 2019 and early 2020, $5.4 m in publicly funded grants were given to businesses to support them in website design, training and operation.[83] So far, over 9,000 small business owners have taken digital training (throughout Ontario).[84] Following a recipient survey: 91% of business owners felt better positioned to weather the impacts of COVID-19 lockdowns; and, 99% agreed that the Digital Main Street programme was a success. [85]

[76] OBIAA (2021) *Digital Main Street – Keeping Small Businesses Connected* https://obiaa.com/wp-content/uploads/2021/05/DMS-Keeping-Small-Businesses-Connected-May-2021-Progress-Report_LR.pdf

[77] Digital Main Street (2021) https://digitalmainstreet.ca/

[78] Ahluwalia G. (2019) *The Role of Business Improvement Areas in Community Economic Development: An exploratory study of BIAs in Toronto*: https://qspace.library.queensu.ca/bitstream/handle/1974/26196/Ahluwalia_Gurraj_S_201905_MPL.pdf?sequence=1&isAllowed=y

[79] Ibid.

[80] Wrigley N and Lambrini D (2014) *HIGH STREET PERFORMANCE AND EVOLUTION A brief guide to the evidence* https://eprints.soton.ac.uk/367614/1/HighStreetBriefGuide_July2014%2528final%2529.pdf

[81] Institute of Place Management (2020) *Vital and Viable Manchester District Centres* https://squidex.mkmapps.com/api/assets/ipm/vital-and-viable-manchester-district-centres.pdf

[82] OBIAA (2021) *Digital Main Street – Keeping Small Businesses Connected* https://obiaa.com/wp-content/uploads/2021/05/DMS-Keeping-Small-Businesses-Connected-May-2021-Progress-Report_LR.pdf p. 3

[83] Ibid.

[84] OBIAA (2021) *Digital Main Street – Keeping Small Businesses Connected* https://obiaa.com/wp-content/uploads/2021/05/DMS-Keeping-Small-Businesses-Connected-May-2021-Progress-Report_LR.pdf p. 13

[85] OBIAA (2021) *Digital Main Street – Keeping Small Businesses Connected* https://obiaa.com/wp-content/uploads/2021/05/DMS-Keeping-Small-Businesses-Connected-May-2021-Progress-Report_LR.pdf p. 13

3.5 Funding

BIAs are funded by through taxation of local businesses and property owners. Taxation is calculated by property value.[86] This private funding is supplemented by public funding for one-off grant schemes and projects, such as the Digital Main Street campaign, or in neighbourhoods, where needs exceed resources:[87]

Potential Issues for Consideration:

The Committee may wish to ask the Department for The Executive Office (TEO) and/or the NI High Street Task Force the following:

10. Does the TEO see a role for the local community in the High Street Task Force? If so, what is that role?
11. How can TEO ensure the views of the community living in the local areas, as well as business owners, are represented and listened to?
12. How can TEO ensure that HSR in NI is both commercially and community driven?
13. In TEO's view, how can community input be integrated into HSR, to ensure meaningful, early and sustained consultation and so generate intervention ideas that improve the social and commercial value of projects?
14. Has the TEO and the NI Task Force given any consideration to a mixed social/commercial usage of NI high streets? If so, what measures will be put in place to make NI high streets more attractive place to live as well as work?
15. Have they given consideration to the effectiveness of local branding, to improve the appeal of NI high streets?
16. Has the TEO given consideration as to how local planning authorities will interact with the Task Force, to make effective changes to NI high streets?
17. Has the TEO any view on undertaking measures, to assist the on-line presence of high street retailers in NI?

[86] Hoyt L and Gopal-Agge D (2007) *The Business Improvement District Model: A Balanced Review of Contemporary Debates* https://doi.org/10.1111/j.1749-8198.2007.00041.x

[87] City of Toronto (2021) *BIA Financial Incentives* https://www.toronto.ca/business-economy/business-operation-growth/business-improvement-areas/bia-financial-incentives/

4 HSR in Greater Manchester

This section presents a brief overview of key prevailing social and economic conditions in Manchester. It provides a summary of key regeneration regulatory framework, and an analysis and evaluation of both HSR interventions and funding information.

4.1 Greater Manchester: A Social and Economic Overview

Table 6 below summarises key social and economic indicators, with regard to Greater Manchester:

Table 6: Greater Manchester Social and Economic Indicators

Population (2019)	Average Salary	Area	Adults with secondary school qualifications only	Adults with post-secondary qualifications	Number of people living in poverty
2,750,120 (1.6% growth on 2011)	£26,417[88]	493 sq miles	64.3%[89]	47.7%[90]	620,000[91] (estimate)

Source: Labour Market Profile 2021

Greater Manchester's social and economic history of the last generation has been defined by the loss of its textiles industry in the 1970s.[92] Manchester's de-industrialisation and mass job losses resulted in long-term social and economic impacts. Some include lower health outcomes (life expectancy is one year lower in Greater Manchester than rest of UK) and lower skills levels.[93] For example, in older adults aged 55-60, 1 in 5 have no or low qualifications.[94]

However, Greater Manchester is currently the third largest city region economy outside London, despite lagging behind on social and economic indicators, such as earnings and job security.[95] A key issue for Greater Manchester is the focus of urban economic redevelopment in central Manchester, with the relative neglect of Greater Manchester's other urban districts. This has exacerbated inequalities within Manchester and amongst

[88] OnAverage.co.uk *Average Salary Manchester* https://www.onaverage.co.uk/money-averages/average-salary-manchester#:~:text=Manchester%20is%20one%20of%20the%20biggest%20cities%20of,to%20Manchester%20to%20work%20in%20the%20textile%20industry.

[89] Nomis (2021) *Labour Market Profile - Manchester* https://www.nomisweb.co.uk/reports/lmp/la/1946157083/report.aspx#tabearn

[90] Nomis (2021) *Labour Market Profile - Manchester* https://www.nomisweb.co.uk/reports/lmp/la/1946157083/report.aspx#tabearn

[91] Greater Manchester Poverty Action (2020) *Greater Manchester Poverty Monitor 2020.* https://www.gmpovertyaction.org/poverty-monitor-2020/ NB Poverty in the UK is measured by the number of people with household incomes 60% below the median income. In the Greater Manchester, this figure is an estimate because household incomes are not given for sub-regional areas. (https://cpag.org.uk/child-poverty/measuring-poverty#:~:text=Measuring%20poverty%20based%20on%20income.%20Each%20year%2C%20the,HBAI%20considers%20them%20to%20be%20living%20in%20poverty.)

[92] Lupton et al (2019) *Inclusive Growth in Greater Manchester 2020 and beyond: Taking stock and looking forward* https://documents.manchester.ac.uk/display.aspx?DocID=46396

[93] Ibid.

[94] Ibid.

[95] Ibid. p. 12

different demographics.[96] The Greater Manchester economy also has been affected by a sustained move to out-of-town shopping centres and online retail.[97]

The following sub-sections focus on Withington Village in south Manchester, England. It has been chosen as a particular example of community-led HSR in the Greater Manchester area.

4.2 Regulatory framework for regeneration

Manchester City Council is responsible for city-wide planning and regeneration. However, regeneration planning in Withington Village is grassroots driven, in particular by the Withington Village Regeneration Partnership (WVRP) (set up in 2017), which includes various local groups like the *Withington Civic Society*, *Love Withington Baths*, *We Are Withington*, *Southway Housing* and *The Christie Hospital*.[98]

It also is notable in this regard that Manchester is the home city of the Institute of Place Management (IPM), which manages the English High Street Task Force and is involved in supporting and evaluating several HSR pilot projects in the city.

4.3 Interventions for Regeneration

The WVRP announced its Withington Village Regeneration Plan in March 2021, which was passed with 90% local approval.[99] The Regeneration Plan builds on the momentum of groups such as *We are Withington*, *Love Withington Baths* and *Withington Civic Society.* Individually, those organisations contributed community-led interventions, including the successful “Save Withington Baths” campaign in 2013, the “Withington Walls” art project and “Withington by Night” events. Each are briefly summarised below:

- *Save Withington Baths:* a project that prevented the closure of an over 100-year old public bath building. Manchester City Council and Heritage Lottery Funding provided resources for the swimming facilities to be community managed, enabling the swimming pool to become a local ‘anchor’ (an asset that either draws people to or keeps people within a place);[100]
- *Withington Walls:* a more recent project (begun in 2019) that seeks to transform the visual streetscape of Withington High Street with local graffiti artwork. It relies

[96] Lupton et al (2019) *Inclusive Growth in Greater Manchester 2020 and beyond: Taking stock and looking forward* https://documents.manchester.ac.uk/display.aspx?DocID=46396

[97] Institute of Place Management (2020) *Vital and Viable Manchester District Centres* https://squidex.mkmapps.com/api/assets/ipm/vital-and-viable-manchester-district-centres.pdf

[98] Nexus Planning (2020) *Withington Village Draft Framework* https://democracy.manchester.gov.uk/documents/s18591/The Draft Withington Village Framework Document.pdf

[99] Manchester City Council (2021) *Withington Village regeneration plan to be adopted following consultation* https://secure.manchester.gov.uk/news/article/8709/withington_village_regeneration_plan_to_be_adopted_following_consultation

[100] BBC News (2013) *Protest over Manchester swimming pool closure plans* https://www.bbc.co.uk/news/uk-england-manchester-21306818

upon Crowdfunded contributions to fund alterations. The artwork helps provide Withington with a distinctive, creative brand;[101] and,

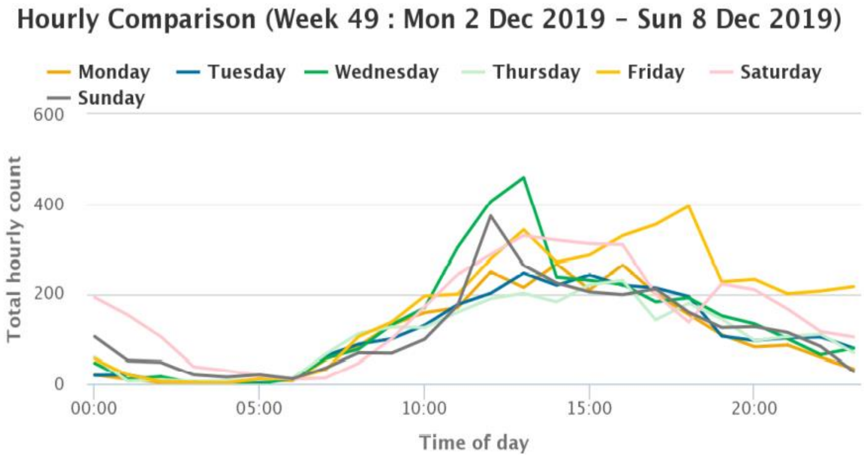
- *Withington by Night:* Friday evening one-off events with music, food provided by local business, entertainment and crafts workshops. The events were designed to both showcase local businesses and fundraise for the Withington Walls project. [102]

Withington also benefits from institutional and international collaborations. For example, Withington was one of the IPM's High Street Task Force pilot schemes. That means that the area receives tailored advice on how to boost growth, economic resilience and community value of its High Street.

Springboard Footfall Data

The work with the IPM has been used to inform the Withington Village Regeneration Plan.[103] The IPM also have supported Withington by helping them analyse Springboard footfall data[104] (see Figure 3 below), demonstrating that footfall on *Withington by Night* Fridays had 30.2% higher footfall than the average of all Fridays in the year leading up to the event. [105]

Figure 3 Hourly footfall in Withington[106]



Source: IPM 2020

Figure 3 above shows that *Withington by Night* events lead to a spike in local footfall that is effective at drawing interest to the town centre. Springboard data also revealed the most popular shopping times, helping the Withington Village Regeneration Plan to

[101] Withington Walls (2021) *Withington Walls Street Art Project* http://withingtonwalls.co.uk/

[102] Institute of Place Management (2020) *Vital and Viable Manchester District Centres* https://squidex.mkmapps.com/api/assets/ipm/vital-and-viable-manchester-district-centres.pdf

[103] Nexus Planning (2020) *Withington Village Draft Framework* https://democracy.manchester.gov.uk/documents/s18591/The Draft Withington Village Framework Document.pdf

[104] Springboard monitors customer behaviour in town and city centres, including footfall, demographic profiling and capacity monitoring.

[105] Institute of Place Management (2019) *Withington Vital and Viable Workshop – Key Findings* https://democracy.manchester.gov.uk/documents/s12334/Withington presentation.pdf

[106] Institute of Place Management (2020) Vital and Viable Manchester District Centres https://squidex.mkmapps.com/api/assets/ipm/vital-and-viable-manchester-district-centres.pdf p. 16

encourage businesses to shift opening into after-work/evening hours.[107] This demonstrates the importance and value of data collection and monitoring for making effective and appropriate HSR decisions.

Each of the interventions listed above has created the community capacity and desire to plan and approve the Withington Village Regeneration Plan.[108] That Plan discussed:[109]

- Pedestrian or access only streets to reduce the volume of traffic through the village;
- Improving pedestrian access with wider pavements and more pedestrian crossings;
- Planting more trees and enhance existing open spaces and gardens;
- Improving the image of the high street by improving signage and shop fronts; and,
- Building on heritage, culture and diversity of the Village.

EU Interreg Project ABCitiEs

Withington Village collaborates through knowledge and best practice sharing and learning with other European cities through the European Union (EU) Interreg project ABCitiEs.[110] ABCitiEs has worked as an intermediary between the IPM and Manchester City Council, allowing evidence-based policy making to be better communicated to decision-makers and planners in government.[111]

International learning with groups in Vilnius and Athens prompted the Withington Village Regeneration Group and Manchester City Council to explore how to integrate markets, vacant stores and tourism, in a way that promotes local arts and culture, whilst boosting the local high street economy.[112]

[107] Nexus Planning (2020) *Withington Village Draft Framework* https://democracy.manchester.gov.uk/documents/s18591/The Draft Withington Village Framework Document.pdf

[108] Nexus Planning (2020) *Withington Village Draft Framework* https://democracy.manchester.gov.uk/documents/s18591/The Draft Withington Village Framework Document.pdf

[109] Manchester City Council (2021) *Withington Village regeneration plan to be adopted following consultation* https://secure.manchester.gov.uk/news/article/8709/withington_village_regeneration_plan_to_be_adopted_following_consultation

[110] Interreg Europe ABCitiEs (2020) *Area Based Collaborative Entrepreneurship in Cities: Action Plan City of Manchester* https://www.interregeurope.eu/fileadmin/user_upload/tx_tevprojects/library/file_1601459299.pdf

[111] Interreg Europe ABCitiEs (2020) *Area Based Collaborative Entrepreneurship in Cities: Action Plan City of Manchester* https://www.interregeurope.eu/fileadmin/user_upload/tx_tevprojects/library/file_1601459299.pdf

[112] Institute of Place Management (2020) *Effective Local Partnerships: Withington Village* http://blog.placemanagement.org/2020/12/04/effective-local-partnerships-withington-village/

4.4 Evaluating Success

The collaborative, community-driven approach to regenerating Withington Village High Street demonstrates that communities have the energy and motivation to lead regeneration projects themselves. In particular, it shows how smaller, isolated interventions such as Withington by Night and Withington Walls create the capacity for local ambitions to snowball into larger, high street-wide plans. Collaboration with academic institutions and international partners demonstrates that HSR benefits from the support and advice of independent organisations and bodies. Lessons learned and ideas generated from those collaborations and interventions allowed Withington Village Regeneration Group, to successfully harness community members' support

4.5 Funding

Funding for the HSR projects in Withington is a combination of philanthropic ("crowdfunded"), private and public sources. Community groups worked to fundraise through crowdfunding to promote saving Withington Baths. That funding, in turn, enabled them to generate enough evidence and support to receive Heritage Lottery Funding of (90%), and to receive constructive feedback, which will help ensure that regeneration is socially, as well as economically, sustainable.[113]

£81,700 to redevelop the building.[114] Withington Walls crowdfunded over £5,000, to begin painting shop fronts and rollers in 2019.[115] It is unclear how much Withington has been able to fundraise for its other locally led regeneration projects. Withington also has benefitted from Manchester Metropolitan University's/IPM's High Street Task Force funding from the Economic and Social Research Council, as well as collaboration funding from the EU's Interreg project.

[113] Manchester City Council (2021) *Withington Village regeneration plan to be adopted following consultation* https://secure.manchester.gov.uk/news/article/8709/withington_village_regeneration_plan_to_be_adopted_following_consultation

[114] Historic Pools of Britain (2018) *Withington Baths and Leisure Centre Wins Lottery Support* https://historicpools.org.uk/2018/12/04/withington-baths-and-leisure-centre-wins-lottery-support/

[115] Crowdfunder.co.uk (2019) *Withington Walls - Street Art Project* https://www.crowdfunder.co.uk/withington

Potential Issues for Consideration:

The Committee may wish to ask TEO and/or the NI High Street Task Force the following:

18. How can existing community initiatives be nurtured and supported to promote locally-driven HSR plans?
19. What structures are in place at the NI District Council level for meaningful and consistent community consultation with regard to HSR?
20. Has any consideration been given to collaborating with NI universities in terms of data collection and analysis, which could provide an evidence base for HSR interventions undertaken by the Task Force?
21. Are any measures for data collection and analysis of footfall in town centres under consideration? If yes, could that data collection and analysis be shared with the Committee?

5 HSR in Lille

This section presents a brief overview of key prevailing social and economic conditions in the Metropole of Lille, France. It provides a summary of key regeneration regulatory framework, and an analysis and evaluation of both HSR interventions and funding information.

5.1 Lille: A Social and Economic Overview

Table 7 below summarises key social and economic indicators with regard to Lille:

Table 7: Lille Social and Economic Indicators

Population (2017)	Average hourly wage	Area	Proportion adults with secondary education only	Proportion adults with Bachelor degrees or higher	Poverty Rate
1 146 320[116]	€15.10 Euros (£13.02)[117]	235 sq miles	41%[118]	35.3%[119]	Not measured/classified information[120]

Source: National Institute of Statistics and Economic Studies 2021

The Metropole of Lille lies in northern France, in the region of Hauts-de-France, close to the Belgian border on the River Deule. It is the fourth largest city in France, by population. Lille has worked over the last four decades to reverse the industrial and social decline that accompanied the closure of its textiles manufacturing in the 1980s. A consequence of those closures is that Lille Metropole and the region of Hauts-de-France's having the highest unemployment rate in France. However, since the 1980s, its economic history has been defined by a transition from textiles to digital technology.[121]

Lille has benefitted from its connection to Brussels, Paris and London *via* the EuroStar. Consequently, within a 300 kilometres radius of the city, there are approximately 78 m consumers with a potential spending power of €1.5 bn.[122] Using such connectivity as a springboard, Lille has prioritised attracting businesses to the city and centres of excellence, such as EuraLille 1 & 2 (business districts built in old railway lands in the

[116] National Institute of Statistics and Economic Studies (2021) *Metropolis of Lille* https://www.insee.fr/fr/statistiques/1405599?geo=EPCI-245900410
[117] National Institute of Statistics and Economic Studies (2021) *Metropolis of Lille* https://www.insee.fr/fr/statistiques/2011101?geo=EPCI-245900410#tableau-SAL_G1 Table SAL G1
[118] National Institute of Statistics and Economic Studies (2021) *Metropolis of Lille* https://www.insee.fr/fr/statistiques/2011101?geo=EPCI-245900410#tableau-SAL_G1 Table FOR T2
[119] National Institute of Statistics and Economic Studies (2021) *Metropolis of Lille* https://www.insee.fr/fr/statistiques/2011101?geo=EPCI-245900410#tableau-SAL_G1 Table FOR T2
[120] National Institute of Statistics and Economic Studies (2021) *Metropolis of Lille* https://www.insee.fr/fr/statistiques/2011101?geo=EPCI-245900410#tableau-SAL_G1
[121] Cavalcante et al (2017) Knowledge Economy, metropolitan development and local issues: a comparison between Lille (France) and Belo Horizonte (Brazil)
[122] Provan B (2015) *Lille City Story* http://eprints.lse.ac.uk/67846/1/casereport104.pdf

1990s) and “EuraTechnologies” (a tech/start-up hub and educational facility built in 2009) have thrived.

The growth industries in Lille tend to be high-value research and tech-based. Between 2009 and 2015, 5,000 new jobs were created, with support of €11 m in government grants for companies opening in the city.[123] That investment in redeveloping brownfield sites and old industrial buildings has made use the city’s strategic geographic position, i.e. close to other major Belgian and French cities, like Paris and Tournai.

Supporting such industrial interventions, the region of Hauts-de-France has “strong higher education infrastructures to support R&D actors”, including nearly 200,000 students and nearly 8000 researchers.[124]

5.2 Regulatory framework for regeneration

France is comprised of 18 regions which, unlike federal states in the US or Germany, have relatively little command over their domestic affairs. However, discretionary dispensation is given to different regions, to control aspects of their development. Lille’s region, Hauts-de-France, is in charge of “coordinating the regional innovation ecosystem including”, which includes EuraLille 1 & 2 and EuraTechnologies.[125]

5.3 Interventions for Regeneration

EuraTechnologies and the associated “Les rives de la Haute Deule” (Rivers of the High Deule) regeneration area is a new eco-community constructed in Lille’s old textile industry quarter. EuraTechnologies was a conversion of an 80,000m^2 disused textile factory into a hub and incubator space for tech start-ups and campus for digital learning.[126] It offers a space and support network to both large companies (e.g., Microsoft and IBM[127]) and small and emerging companies.

In the wider regeneration area, the Lille Metropole authority is constructing a residential area across 25 hectares (ha), which builds on the heritage of the unique architecture of the textiles factories, whilst aiming for urban sustainability, by focussing on the waterways bisecting the regeneration area. The project aimed to:

[123] Provan B (2015) *Lille City Story* http://eprints.lse.ac.uk/67846/1/casereport104.pdf p. 23

[124] European Commission (2020) *Hauts-de-France* https://ec.europa.eu/growth/tools-databases/regional-innovation-monitor/base-profile/hauts-de-france#:~:text=The%20Hauts-de-France%20regional%20council%20became%20the%20managing%20authority,%28regional%20innovation%20agency%20of%20the%20former%20Picardie%20region%29.

[125] European Commission (2020) *Hauts-de-France* https://ec.europa.eu/growth/tools-databases/regional-innovation-monitor/base-profile/hauts-de-france#:~:text=The%20Hauts-de-France%20regional%20council%20became%20the%20managing%20authority,%28regional%20innovation%20agency%20of%20the%20former%20Picardie%20region%29.

[126] EuraTechnologies (2021) *Lille campus* https://en.euratechnologies.com/startups-incubator-accelerator/campus-lille/

[127] Denmark Dealroom (2021) *EuraTechnologies investor portfolio, rounds & team* https://denmark.dealroom.co/investors/euratechnologies

- Integrate and rehabilitate the polluted waterways into a water-centric urban environment;[128]
- Pay homage to and accentuate the industrial heritage of the area by renovating industrial buildings;[129]
- Move away from car-reliant urban travel;[130]
- Prioritise mixed accommodation of rented and occupier-owned housing with significant proportions of affordable and social housing;[131]
- Achieve high density living spaces by constructing multi-storey accommodation; and,[132]
- Ensure economic resilience of EuraTechnologies by creating a mixed commercial, cultural and social space with sporting, arts and welfare facilities such as crèches.[133]

5.4 Evaluating Success

Investment in research and development in the Lille Metropole area has "produced a thriving economy of small and medium firms", such as EuraTechnologies, which has become a significant force in the European digital start-up arena.[134] As such, it:[135]

- Hosts over 300 digital companies and start-ups and over 4,500 employees;
- Has supported over 300 projects and hosted over 500 events annually since 2009;
- Has helped start-ups raise €400 million in funding since 2009;
- Has allowed the Lille to be more resilient to the economic downturn of the 2008 financial crisis, meaning that in comparison to other cities in Paris, job losses were much lower.[136]

The wider Rivers of the High Deule Project has achieved some of its aims for creating greener and healthier urban spaces by:[137]

- Planting over 1000 trees throughout the regeneration zone;

[128] Energy Cities (2018) *The banks of the Haute Deûle, an eco-district along the waterway* https://energy-cities.eu/wp-content/uploads/2019/02/Lille_metropole_covenant_case_study_2018_en.pdf

[129] European Metropole of Lille (2021) *The Rivers of the High Deûle* https://www.lillemetropole.fr/votre-metropole/grands-projets/grands-projets-urbains/rives-de-la-haute-deule

[130] Eco-Quartiers (2021) *The Rivers of Haut Deûle* http://www.eco-quartiers.fr/#!/fr/espace-infos/etudes-de-cas/les-rives-de-la-haute-deule-28/

[131] Eco-Quartiers (2021) *The Rivers of Haut Deûle* http://www.eco-quartiers.fr/#!/fr/espace-infos/etudes-de-cas/les-rives-de-la-haute-deule-28/

[132] Eco-Quartiers (2021) *The Rivers of Haut Deûle* http://www.eco-quartiers.fr/#!/fr/espace-infos/etudes-de-cas/les-rives-de-la-haute-deule-28/

[133] European Metropole of Lille (2021) *The Rivers of the High Deûle* https://www.lillemetropole.fr/votre-metropole/grands-projets/grands-projets-urbains/rives-de-la-haute-deule

[134] Provan B (2015) *Lille City Story* http://eprints.lse.ac.uk/67846/1/casereport104.pdf p. 46

[135] EuraTechnologies (2021) *Lille campus* https://en.euratechnologies.com/startups-incubator-accelerator/campus-lille/

[136] Provan B (2015) *Lille City Story* http://eprints.lse.ac.uk/67846/1/casereport104.pdf

[137] Energy Cities (2018) *The banks of the Haute Deûle, an eco-district along the waterway* https://energy-cities.eu/wp-content/uploads/2019/02/Lille_metropole_covenant_case_study_2018_en.pdf

- Retaining 25% open spaces for public use;
- Having more space for pedestrians and cyclists than for car traffic;
- Delivering on construction and sale of over 800 of the planned 1000 housing units; and,
- The regeneration area and planning team have won three awards for its social and urban diversity, landscape and environmental quality and equality.

Criticism has been leveraged at the regeneration project in that it has done poorly in its efforts to improve the stark social divides in Lille. An LSE report stated that:

> *…the need to upskill young people and others far from the labour market and link them directly into some of the new job opportunities is acute. But progress remains slow and results are not yet solid enough, a common problem across many cities that have lost their major industries.*[138]

As such, overall, Lille Metropole retains the highest unemployment rate in France of 16.8%.[139]

5.5 Funding

An initial €60 m was required for land acquisition and construction; 25% of which came from private development companies; and the remainder from the Lille Metropole authority and the Pas du Nord regional government. A challenge in funding this aspect of the Project was the intention to have low-cost, affordable housing, which means that the timescales of repaying investments are long-term, rather than immediate return.[140]

A €75 m budget for restoration of the Heule River and ecosystem came from the Lille European Metropolis - the city of Lille and the city of Lomme - and grants from the National Agency for Urban Renovation, the Federal ECOCITE programme and the European Regional Development Fund.[141]

More generally for research and development (R&D) projects in Lille Metropole, the European Commission writes that:[142]

> *The structure of R&D expenditure in the region shows that there is a low level of public expenditure (3.7% vs 13% at the national level). The region's research and development activities are, therefore, mostly funded through*

[138] Provan B (2015) *Lille City Story* http://eprints.lse.ac.uk/67846/1/casereport104.pdf p. 46

[139] National Institute of Statistics and Economic Studies (2021) *Metropolis of Lille* https://www.insee.fr/fr/statistiques/2011101?geo=EPCI-245900410#tableau-SAL_G1

[140] Lille Metropole (2008) *Euratechnologie et les Rives de la Haute-Deûle (Extract from volume 3 of the final report)* http://www.popsu.archi.fr/sites/default/files/nodes/document/757/files/fiche-liile-euratechnologie.pdf p. 9

[141] Energy Cities (2018) *The banks of the Haute Deûle, an eco-district along the waterway* https://energy-cities.eu/wp-content/uploads/2019/02/Lille_metropole_covenant_case_study_2018_en.pdf

[142] European Commission (2020) *Hauts-de-France* https://ec.europa.eu/growth/tools-databases/regional-innovation-monitor/base-profile/hauts-de-france#:~:text=The%20Hauts-de-France%20regional%20council%20became%20the%20managing%20authority,%28regional%20innovation%20agency%20of%20the%20former%20Picardie%20region%29.

higher education (34.1%), situated above the national figure (22% in 2013), and through business investments (62.2%).

Potential Issues for Consideration:

The Committee may wish to ask TEO the following:

22. Has TEO considered integrating the use of NI natural and industrial heritage into HSR policies, to enhance the ecological and cultural sustainability of regenerated neighbourhoods?
23. Has TEO considered redeveloping existing industrial sites in town and village centres into residential areas? Aim would be to encourage more people to live at work in close proximity to NI high streets.
24. Has TEO considered what strategic infrastructure and access challenges face NI town centres in this regard?
25. Has TEO given any consideration to enhancing NI's waterways as a means of improving the accessibility of NI town and villages?
26. Have TEO considered how HSR projects could help improve deprived neighbouring areas?
27. Has TEO considered how HSR projects could focus on building local skills, thus improving the employability of the local workforce?

6 HSR in Gothenburg

This section presents a brief overview of key prevailing social and economic conditions in Gothenburg. It provides a summary of key regeneration regulatory framework, and an analysis and evaluation of both HSR interventions and funding information.

6.1 Gothenburg: A Social and Economic Overview

Table 8 below summarises key social and economic indicators with regard to Gothenburg:

Table 8: Gothenburg Social and Economic Indicators

Population (2019)	Average household income	Area	Proportion adults with secondary education only	Proportion adults with Tertiary education	Poverty Rate
1,028,248 (Gothenburg region)[143]	~39,000SEK[144]	172.9 sq miles	40%[145]	50%[146]	Unable to obtain regional data, but nationally 6%[147]

Source: Statistics Sweden 2020

Gothenburg is the second most populous city in Sweden, after Stockholm. Its geographically strategic coastal location has made it an important place for industry and shipping. Since the early 20th century, Gothenburg has been home to major international companies, including SFK and Volvo; the latter the largest private employer in the city.[148] More recently, AstraZeneca has one of its three global research and development headquarters, building on its presence in the city since the 1950s.[149]

However, while Gothenburg's economy has a strong manufacturing, digital and pharmaceutical base, a decline in the scale of shipping in the city meant that many of the ports on the River Gota became disused.[150] Those ports were in the centre of the city, combined with the relatively limited infrastructure crossing the Gota River, and served to divide Gothenburg into north and south. The strong divisions in wealth and

143 Invest in Gothenburg (2019) *Gothenburg Facts and Figures* https://www.investingothenburg.com/sites/investingothenburg/files/content/attached-files/Facts_Figures_2019_updated_web_0.pdf p. 29

144 Statistics Sweden (2020) *Average monthly salary by regions, 2020* https://www.scb.se/en/finding-statistics/statistics-by-subject-area/labour-market/wages-salaries-and-labour-costs/wage-and-salary-structures-in-the-regions/pong/tables-and-graphs/average-monthly-salary-by-regions/

145 Invest in Gothenburg (2019) *Gothenburg Facts and Figures* https://www.investingothenburg.com/sites/investingothenburg/files/content/attached-files/Facts_Figures_2019_updated_web_0.pdf p.30

146 Ibid.

147 EAPN Sweden (2018) *Poverty in Sweden 2018* https://www.eapn.eu/wp-content/uploads/2019/01/EAPN-EAPN-SE-Poverty-Watch-2018-En-Final.pdf p. 2. NB. See p.2 for a definition of absolute poverty (disposable income insufficient to pay living costs).

148 Invest in Gothenburg (2019) *Gothenburg Facts and Figures* https://www.investingothenburg.com/sites/investingothenburg/files/content/attached-files/Facts_Figures_2019_updated_web_0.pdf p. 25

149 AstraZeneca (2021) *AstraZeneca in Gothenburg* https://www.astrazeneca.com/our-company/our-locations/gothenburg.html

150 EuroZine (2012) *Disconnected Port: Recycling Gothenburg's maritime heritage* https://www.eurozine.com/disconnected-port/

life outcomes between north (poorer) and south (wealthier) became a primary reason to transform the central river area including disused ports from a barrier into a unifier.[151]

6.2 Regulatory framework for regeneration

Sweden is a constitutional monarchy, with a parliamentary democracy. It has a two-tier system of sub-national (devolved) government, composed of 21 counties/regions and 290 municipalities, each with an elected council.[152] Under the Swedish Constitution, the local administrations have a substantial degree of autonomy, including independent powers of taxation, and a great deal of autonomy to organise their activities.[153]

Under the *Local Government Act 1991*[154] municipalities (such as the City of Gothenburg) are responsible for social protection, education and vocational training, planning and building issues, health care (prevention), environmental protection, utilities (waste, water and sewerage), local roads and public transport, leisure and culture, housing, and rescue services. County councils' responsibilities include health care (primary care, hospitals, ambulatory care, dental care, medical services) and regional public transport.[155]

Under the Swedish Planning and Building Act (2010) responsibilities and control of planning sits with Gothenburg City Council.[156] The City Council must define plans for the City's development, approve and reject construction applications. This also means that the City is responsible for financial administration. National and regional planning controls are limited.

6.3 Interventions for Regeneration

Gothenburg's key urban regeneration project is "River City Gothenburg". Initiated in 2013, it is a long term (25-years) strategic development project, seeking to double the size of central Gothenburg's population and restructure residential and commercial centres, along the northern banks of the River Gotha. [157] The overall project will cost an expected 1000bn SEK (£86 billion) from public, private and university sources.[158]

[151] Adolfsson and Brorström, 2020, *Sustainability in city management and urban planning in Gothenburg: from vague vision to social inclusion activities* https://www.routledge.com/Dilemmas-of-Sustainable-Urban-Development-A-View-from-Practice/Metzger-Lindblad/p/book/9780367266608

[152] OECD (2021) *Country Profiles Regional Fact and Figures*: https://www.sng-wofi.org/country-profiles/Fiche%20SWEDEN.pdf

[153] URBED (2008) *Regeneration in European Cities: Making connections Case Study of NORRA ÄLVSTRANDEN, GOTHENBURG (Sweden)* http://urbed.coop/sites/default/files/Case%20Study%20of%20Norra%20Alvstranden,%20Gothenburg.pdf p. 9

[154] https://www.government.se/contentassets/9577b5121e2f4984ac65ef97ee79f012/the-swedish-local-government-act#:~:text=The%20%E2%80%9Ddemocratic%20rules%20of%20the,force%20in%201st%20January%201992.

[155] OECD (2021) *Country Profiles Regional Fact and Figures*: https://www.sng-wofi.org/country-profiles/Fiche%20SWEDEN.pdf

[156] National Board of Housing, Building and Planning (2021) *Planning process* https://www.boverket.se/en/start/building-in-sweden/swedish-market/laws-and-regulations/planning-process/

[157] Buro Happold (2021) *Gothenburg RiverCity* https://www.burohappold.com/projects/gothenburg-region-city/

[158] Port of Gothenburg (2016) *Construction worth 1,000 billion planned for the Gothenburg region* https://www.portofgothenburg.com/news-room/news/construction-worth-1000-billion-planned-for-the-gothenburg-region/

The River City Gothenburg has three key aims: [159]

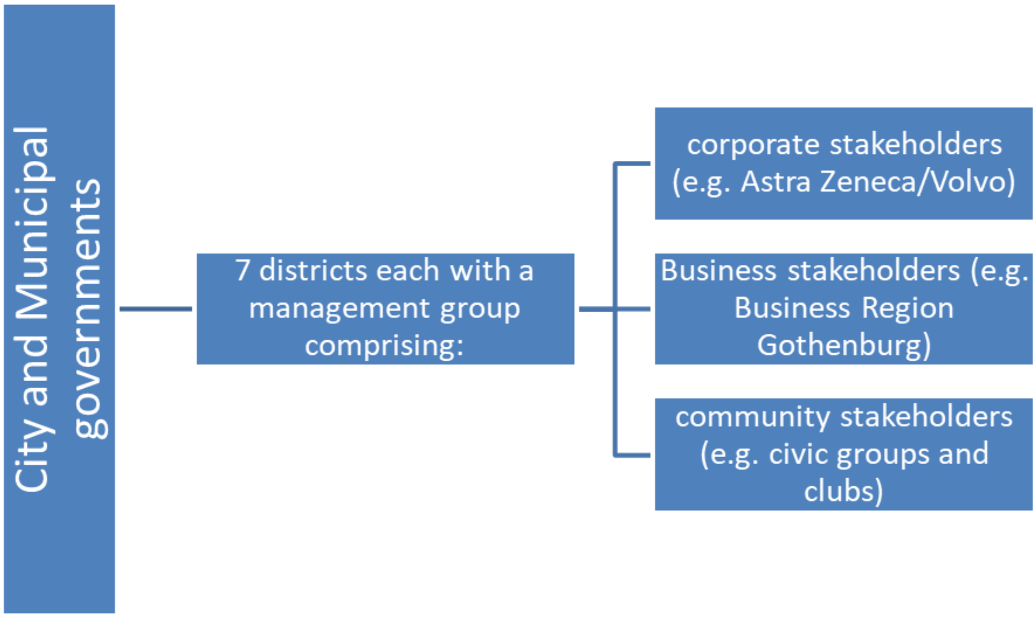
- Connect the city across the river;
- Make the river a focal point in urban regeneration; and,
- Reinforce the centre of Gothenburg as a commercial and cultural hub.

The Project seeks to transform the river into a feature with well integrated easily accessible (by foot or bicycle) neighbourhoods, businesses and cultural districts. The shores of the river are in the process of transforming from places Gothenburg's residents avoid, into a destination to live, work and spend free time. [160]

Governance Structure

Figure 4 below presents the governance structure of the River City Project:

Figure 4: River City Project Governance Structure



Source: compiled from Adolfsson and Brorström (2020)

The Project is managed by a steering committee of City and Municipal officials. Each district (seven in total) was given a management group, which had local offices within the development area and was responsible for managing and allocating their budgets and funding.[161] According to Adolfsson and Brorström (2020), the multi-scalar structure of the Project has enabled a multi-decadal regeneration scheme to be managed in a way that is flexible to the timelines of community change, demands and project

[159] Gothenburg Developments (2019) *Scandinavia's Largest Development Programme* https://www.gothenburgdevelopments.com/river-city

[160] Adolfsson and Brorström, (2020), *Sustainability in city management and urban planning in Gothenburg: from vague vision to social inclusion activities* https://www.routledge.com/Dilemmas-of-Sustainable-Urban-Development-A-View-from-Practice/Metzger-Lindblad/p/book/9780367266608

[161] Adolfsson and Brorström, (2020), *Sustainability in city management and urban planning in Gothenburg: from vague vision to social inclusion activities* https://www.routledge.com/Dilemmas-of-Sustainable-Urban-Development-A-View-from-Practice/Metzger-Lindblad/p/book/9780367266608

construction. For example, the steering committee holds the long view of the Project direction; while the local management groups are able to respond directly to residents' and collaborators' requests and needs within days or weeks. This capacity for decision making across management levels is crucial in enabling what would otherwise be an unwieldy project to be nimble and responsive to on-the-ground conditions.[162]

River City Gothenburg broad objectives:

- Redevelop over 5 million m^2 of land next to the river into residential and commercial space, to attract commerce and facilitate cultural and social events. That is to dismantle existing concrete structures and barriers associated with the old ship-building areas and replace them with commercial and residential spaces;[163]
- Construct 25,000 new homes in response to the demand for modern, affordable housing stock in central Gothenburg; [164]
- Construct a new tunnel (est. 4.5bnSEK/~£400million[165]) and a pedestrian and cycle bridge[166] to connect north and south of the river;
- Apply environmentally and socially 'sustainable' urban development and construction by using, e.g., Sustainable Urban Drainage Systems, ecological landscaping and climate resilient infrastructures (designed to mitigate against flooding from sea level rise which is a major threat to the city);[167]
- Create 45,000 new workplaces by building on existing and developing new industrial and research and development sectors (Figure 5).

[162] Adolfsson and Brorström,(2020), *Sustainability in city management and urban planning in Gothenburg: from vague vision to social inclusion activities* https://www.routledge.com/Dilemmas-of-Sustainable-Urban-Development-A-View-from-Practice/Metzger-Lindblad/p/book/9780367266608

[163] Buro Happold (2021) *Gothenburg RiverCity* https://www.burohappold.com/projects/gothenburg-region-city/; City of Gothenburg (2012) *RiverCity Gothenburg Vision* https://stadsutveckling.goteborg.se/siteassets/alla-bilder/rivercity_vision_summary_web.pdf

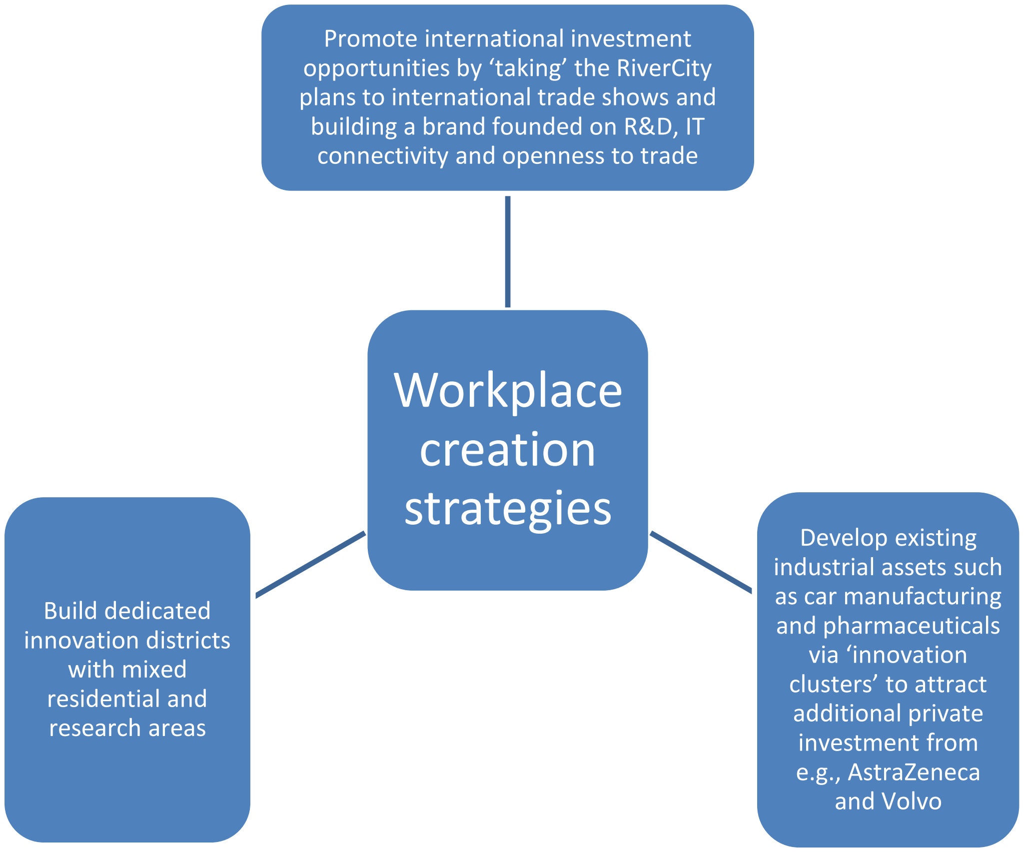
[164] Buro Happold (2021) *Gothenburg RiverCity* https://www.burohappold.com/projects/gothenburg-region-city/

[165] City of Gothenburg (2021) *Sustainable Mobility* https://stadsutveckling.goteborg.se/hallbar-mobilitet/alvforbindelser-och-sjofart/

[166] City of Gothenburg (2021) *Decision on Tunnel between Lindholmen and Stigberget* https://stadsutveckling.goteborg.se/projekt/lindholmen/nyheter/beslut-om-tunnel-mellan-lindholmen-och-stigberget/

[167] RiverCity Gothenburg (2012) *Vision* https://stadsutveckling.goteborg.se/siteassets/alla-bilder/rivercity_vision_eng_web-2.pdf pg. 24-27

Figure 5: Workplace Creation Strategies in Gothenburg



Sources: (clockwise from top): Gothenburg Developments (2019), GoCo Health Innovation City (2021), RiverCity Gothenburg (2012).[168]

River City Gothenburg specific interventions - Frihamnen:

The City is targeting six central development areas, to strengthen the core of the city as well as innovation clusters/new research and residency districts.[169] Below details interventions in one of those areas, Frimhamnen, for which there was the most English-language resources available.

Frihamnen is located in central Gothenburg directly on the River Gotha, and, as the City of Gothenburg describes: [170]

[168] GoCo Health Innovation City (2021) *A new health innovation cluster in West Sweden* www.goco.se; Gothenburg Developments (2019) *'GOTHENBURG'S DEVELOPMENT VOLUME REALLY STANDS OUT'* https://www.gothenburgdevelopments.com/node/132; RiverCity Gothenburg (2012) *Vision* https://stadsutveckling.goteborg.se/siteassets/alla-bilder/rivercity_vision_eng_web-2.pdf p. 30-31

[169] RiverCity Gothenburg (2012) *Vision* https://stadsutveckling.goteborg.se/siteassets/alla-bilder/rivercity_vision_eng_web-2.pdf p. 43

[170] Goteborg.com (2021) *Frihamnen* https://www.goteborg.com/en/guides/frihamnen

> *..the old shipbuilding industry and port operations give the area its historical setting, while at the same time a new neighbourhood takes shape among hangars, piers and cranes.*

Still under construction, the area relies on public-private partnership funding for its regeneration efforts, including affordable housing provision and recreational facilities:[171]

Affordable Housing

There is a strong incentive to provide affordable housing by ensuring at least 25% of housing is 30-50% below market rate.[172] The City is allowing four private property development companies to experiment in models to deliver affordable housing. This experimentalism is enabled by Sweden's property developers holding ownership over their housing stock for longer periods than is found in the UK, enabling long-term payback projects to be trialled. This model has been described as "a case study to watch and evaluate over the coming years". [173]

Recreation

Frihamnen has one indoor and outdoor swimming pool, a roller derby facility, play park and sailing club, designed to attract visitors to the area.[174] The sailing school was opened in coordination with local non-profits, offering lessons to residents from beyond the catchment area.[175] The Frihamnen district hosts an annual science festival and Volvo Ocean Race, which takes place/starts in Frimhamnen's Jubilee Park.[176] By opening nightclubs and cafés in the area, the district aims to attract multiple demographics. [177]

6.4 Evaluating Success

Gothenburg is achieving its aims of increasing its urban population by providing housing in central Gothenburg.[178] The City's investment into regenerated central districts, including Frimhamnen, amongst others, has enabled Gothenburg's employment growth to remain higher than the Swedish average over the last decade. In 2018 employment growth stood at 2%.[179] That responds in part to the massive

[171] Manne Fridell, Communications Director for RiverCity Gothenburg, Personal Communication, 03.05.21.

[172] Douglas E (2017) *Gothenburg #1: The Frihamnen model* https://edwcmt.wordpress.com/2017/09/13/gothenburg-1-the-frihamnen-model/

[173] Town and Country Planning (2015) *Housing for inclusive communities – an experimental model in Gothenburg* https://www.botrygg.se/wp-content/uploads/2016/02/Housing-for-inclusive-communities.pdf

[174] Goteborg.com (2021) *Frihamnen* https://www.goteborg.com/en/guides/frihamnen

[175] Adolfsson and Brorström,(2020), *Sustainability in city management and urban planning in Gothenburg: from vague vision to social inclusion activities* https://www.routledge.com/Dilemmas-of-Sustainable-Urban-Development-A-View-from-Practice/Metzger-Lindblad/p/book/9780367266608

[176] Goteborg.com (2021) *Frihamnen* https://www.goteborg.com/en/guides/frihamnen

[177] Goteborg.com (2021) *Frihamnen* https://www.goteborg.com/en/guides/frihamnen

[178] Invest in Gothenburg (2020) *Gothenburg Facts and Figures* p. 25 https://www.businessregiongoteborg.se/sites/brg/files/downloadable_files/facts_figures_2020_nov_update.pdf

[179] Invest in Gothenburg (2020) *Gothenburg Facts and Figures* p. 25 https://www.businessregiongoteborg.se/sites/brg/files/downloadable_files/facts_figures_2020_nov_update.pdf p. 17

increase in jobs in construction (related to regeneration and house building) and services.[180]

Support from Business Region Gothenburg and its aggressive tactic of marketing Gothenburg to attract foreign direct investment and supporting small and medium sized enterprises through knowledge exchange has contributed to a 34% increase in employees in small companies, and a 28% increase in employees in companies with 200 or more workers between 2009 and 2019. [181]

Linked to international trade, Gothenburg's port has seen an increase in the number of exports and imports thanks to investment into port infrastructure,[182] enabling the port to operate resiliently against Covid-19 interruptions. The increase in trade is fuelled partially by the increase in car exports (9% Q1 2020 vs. Q1 2021), including from manufacturing and research sites funded through the River City scheme and Volvo. [183]

At the project level (e.g. Frihamnen), hiring youth from across the city to maintain the district's Jubilee Park has improved city-wide inclusivity in new developments. [184] Frihamnen also demonstrated the effectiveness of the localised governance model that allowed bold prototypes to be tested, e.g., trialling through multiple approaches to establish healthy and efficient management of the outdoor swimming pool)[185] and users' needs to quickly be responded to (e.g., installing cycle hires within days of residents' requests).[186]

[180] Invest in Gothenburg (2020) *Gothenburg Facts and Figures* p. 25 https://www.businessregiongoteborg.se/sites/brg/files/downloadable_files/facts_figures_2020_nov_update.pdf p. 17

[181] Invest in Gothenburg (2020) *Gothenburg Facts and Figures* p. 21 https://www.businessregiongoteborg.se/sites/brg/files/downloadable_files/facts_figures_2020_nov_update.pdf

[182] Port of Gothenburg (2021) *Biggest becomes bigger – Port of Gothenburg market share increases* https://www.portofgothenburg.com/news-room/press-releases/biggest-becomes-bigger--port-of-gothenburg-market-share-increases/

[183] Port of Gothenburg (2021) *Freight volumes rise at the Port of Gothenburg* https://www.portofgothenburg.com/news-room/press-releases/freight-volumes-rise-at-the-port-of-gothenburg/

[184] Adolfsson and Brorström,(2020), *Sustainability in city management and urban planning in Gothenburg: from vague vision to social inclusion activities* https://www.routledge.com/Dilemmas-of-Sustainable-Urban-Development-A-View-from-Practice/Metzger-Lindblad/p/book/9780367266608

[185] Adolfsson and Brorström,(2020), *Sustainability in city management and urban planning in Gothenburg: from vague vision to social inclusion activities* https://www.routledge.com/Dilemmas-of-Sustainable-Urban-Development-A-View-from-Practice/Metzger-Lindblad/p/book/9780367266608

[186] Adolfsson and Brorström,(2020), *Sustainability in city management and urban planning in Gothenburg: from vague vision to social inclusion activities* https://www.routledge.com/Dilemmas-of-Sustainable-Urban-Development-A-View-from-Practice/Metzger-Lindblad/p/book/9780367266608

6.5 Funding

The key sources of funding in the RiverCity Gothenburg project are presented in table 9 below:

Table 9: Funding Sources for the River City Project

Example	Funding Type	Investors
Frihamnen	PPP (consortium of City of Gothenburg and private companies)	Sell Frihamnen area as lots to private developers in order to fund public areas and local infrastructure[187] Consortium budget: including developers, city, municipality (£1.7million) for planning/sustainability assurance of whole area[188] Funding of landscaping and streetscaping incl. entertainment using venue from sold residential lots (£?)[189]

Potential Issues for Consideration:

The Committee may wish to ask TEO and/or the NI High Street Task Force the following:

28. Has TEO considered collaborating with private industry in NI to boost demand for high street facilities?
29. Has TEO undertaken any research as to the natural, industrial or political features that prevent an area from being accessible to potential customers?
30. Has the TEO and the High Street Task Force considered how changes in land use or infrastructure could better connect urban zones?
31. Has TEO considered how HSR could respond to new and existing environmental/climatic threats (e.g., flooding)? For example, how could resilience be integrated into planning?
32. Has TEO considered assisting District Councils or Housing Associations in providing incentives for more affordable housing, such as domestic rate reliefs or cutting rents in certain areas?
33. What consideration, if any, has the TEO and the High Street Task Force given to the provision of additional indoor and outdoor recreation facilities to attract visitors to NI town and Villages?

[187] Manne Fridell, Communications Director for RiverCity Gothenburg, Personal Communications, 03.05.21. See Annex 3 for email detail

[188] Jadaan T and Mina K (2015) *The development of a sustainable urban district in Sweden: common practice, best practice and Frihamnen* https://publications.lib.chalmers.se/records/fulltext/233809/233809.pdf p. 66

[189] Manne Fridell, Communications Director for RiverCity Gothenburg, Personal Communications, 03.05.21. See Annex 3 for email detail

7 HSR in Berlin

This section presents a brief overview of key prevailing social and economic conditions in Berlin. It provides a summary of the key regeneration regulatory framework, and an analysis and evaluation of both HSR interventions and funding information.

7.1 Berlin: A Social and Economic Overview

Table 10 below summarises key social and economic indicators with regard to Berlin:

Table 10: Berlin Social and Economic Indicators

Population (2019)	Average household income	Area	Proportion adults with secondary educational qualifications	Proportion adults with tertiary educational qualifications	Poverty Rate
3,769,495	24,300 Euro (£20,956)[190]	344 sq miles	47.6%[191]	36.3%[192]	16.6% at risk of poverty[193]

Source: Bizirksamt Mitte von Berlin (2018)

Berlin's recent history is one of political fracture and unification. As a result of the different political economies functioning within East and West Berlin until re-unification, a city of two halves, with starkly different levels of social development, public infrastructure and economies, was created. In response to inequalities both in Berlin and between former West and East Germany, multi-decadal planning and funding for urban development projects such as the "Soziale Stadt" (Socially Inclusive City) initiated in 1999 and Stadt Umbau Ost "Eastern City Regeneration" work in tandem to improve the overall physical and social infrastructures in cities. [194] As a result, discussions of urban and high-street revitalisation in Berlin occur against a historical political backdrop in which run-down and often impoverished areas formerly belonging to East Germany are brought "up to speed" with development in what was West Germany.

The impact of online shopping has only recently begun to be felt by Germany's brick-and-mortar shops. In Germany, online retail grew by 11% in 2019-2020 and is now worth €79 billion (£78 bn)[195] (the value of online shopping in the UK is closer to £100

[190] Bizirksamt Mitte von Berlin (2018) *Basic data on the population and social situation in the district Berlin Centre*. https://www.berlin.de/ba-mitte/politik-und-verwaltung/service-und-organisationseinheiten/qualitaetsentwicklung-planung-und-koordination-des-oeffentlichen-gesundheitsdienstes/gesundheits-und-sozialberichterstattung/sozialbericht-2018_web.pdf p. 32

[191] Ibid. p. 23

[192] Ibid .p.24.

[193] Ibid. p. 23 N.B. Poverty in Germany is measured as it is for Manchester – households with less than 60% of the median household income are categorised as poor.

[194] Bernt M (2015) The Emergence of "*Stadtumbau Ost*" https://doi.org/10.1080/02723638.2017.1332926

[195] Handelsverband Deutschland (2021) *Online Monitor 2021* https://einzelhandel.de/index.php?option=com_attachments&task=download&id=10572 p. 3

bn[196]). German citizens' relationship to the High Street and their cash-driven (as opposed to credit card) spending habits (owing to privacy concerns over digital spending) mean that over 60% of Germans still prefer to pay for their goods in cash, benefitting brick and mortar establishments. [197]

7.2 Regulatory Powers for Regeneration

The city of Berlin is administered as one of Germany's 16 federal states. It has devolved powers to make decisions about local issues like planning, urban regeneration, housing and economy. In contrast, the federal government is responsible for decisions over nationwide issues, including defence, security and monetary policy.

In Berlin, the *Urban Development Plan for Centres (2030)* sets out how the city's centres should develop and be managed over the coming decade.[198] It relies upon planning laws to achieve this (see Figure 6 below). Land use plans, including the *Development Plan Capital Region,* focus on concentrating development on areas with strong transport connection, strong local economies and amenities, following the aim to "strengthen the strong".[199] The city-wide land use plan defines what sort of urban development and regeneration is allowed where, e.g. large-scale shopping centres only in predetermined locales.

The city plans aim to retain core urban centres that have shopping and other social, welfare and educational provisions, rather than allowing a diffusion of services throughout. For example, planning laws restrict the establishment of shops in residential areas that do not directly serve local people.[200] In mixed use residential/commercial areas, the opening of new shops is decided by a panel. Shopping areas are restricted by their "zone of influence", serving to protect neighbouring areas from drawing demand away from them. Exceptions are made if the proposed shops serve a unique role, which otherwise would enhance the broader area.[201]

---

[196] Statista (2020) *Online retail sales in the United Kingdom (UK) 2012-2020* https://www.statista.com/statistics/315506/online-retail-sales-in-the-united-kingdom/#:~:text=Online%20retail%20in%20the%20United%20Kingdom%20has%20been,sales%20was%20attributed%20to%20online%20in%20the%20UK.

[197] CCV.eu (2020) *Payment methods in retail - how Germans pay* https://www.ccv.eu/de/zahlungsarten-einzelhandel/

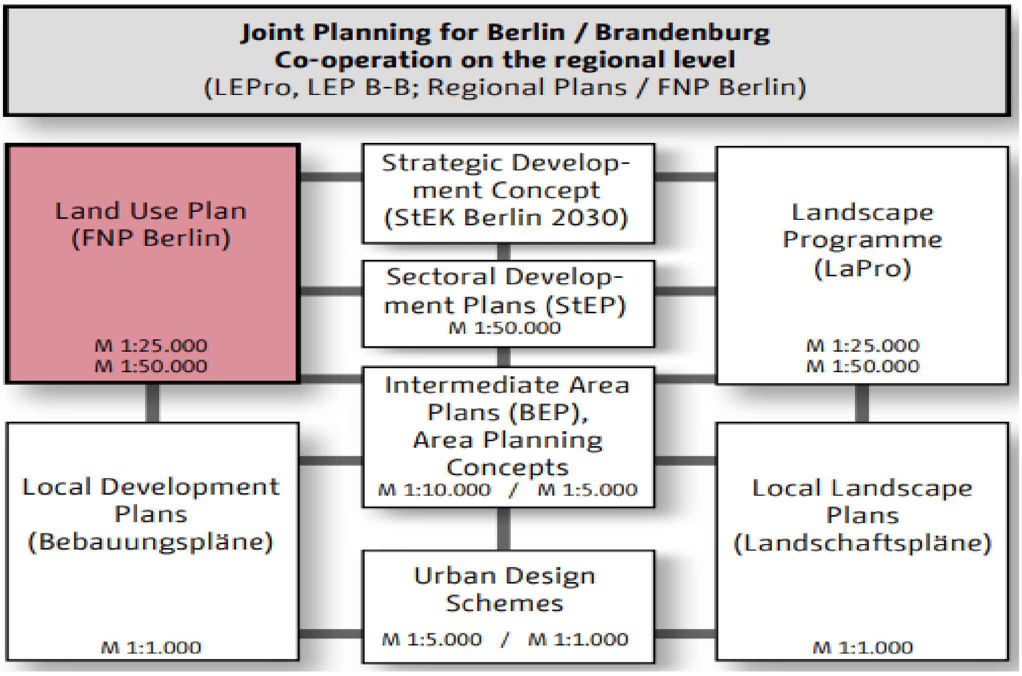
[198] State of Berlin (2019) *Urban development plan for centres 2030: Lively centres and local supply for the growing city* https://www.stadtentwicklung.berlin.de/planen/stadtentwicklungsplanung/download/zentren/StEP_Zentren_2030.pdf

[199] State of Berlin (2015) *Land Use Plan Berlin 2015 - Background and Contents* https://www.stadtentwicklung.berlin.de/planen/fnp/pix/fnp/background_contents_2015.pdf p. 15

[200] State of Berlin (2015) *Land Use Plan Berlin 2015 - Background and Contents* https://www.stadtentwicklung.berlin.de/planen/fnp/pix/fnp/background_contents_2015.pdf

[201] State of Berlin (2015) *Land Use Plan Berlin 2015 - Background and Contents* https://www.stadtentwicklung.berlin.de/planen/fnp/pix/fnp/background_contents_2015.pdf

Figure 6: Urban Plans in Berlin[202]



Source: State of Berlin (2015)

7.3 Interventions for Regeneration

To target HSR specifically, city-wide initiatives, such as “Mittendrin Berlin” (“In the middle of it, Berlin”) and “Lebendige Zentren” (“Living Centres”), have been launched to support local/community led regeneration ideas.

In the middle of it, Berlin

Through this programme, community groups are able to apply to up to €30,000 in funding and received tailored support for their regeneration ideas. [203] Noteworthy successful applicants included the following:

- Wilhelmsruh Street: as an immediate measure, the street committee put on Saturday markets to draw locals and others more widely to the area. To target empty shops, the committee is exploring putting on exhibitions and hosting repair shops. In the long term, the committee wishes to target transportation linkages to improve the accessibility and attractiveness of the area;[204] and,
- The South-West Berlin Network: this network of companies and community leaders sought funding to plan and implement a zero-plastic and waste-free residential and retail area. With support of the city planning office and community

[202] State of Berlin (2015) *Land Use Plan Berlin 2015 - Background and Contents* https://www.stadtentwicklung.berlin.de/planen/fnp/pix/fnp/background_contents_2015.pdf p. 8
[203] State of Berlin (2021) *In the middle of it, Berlin!* https://www.berlin.de/mittendrin/wettbewerb/
[204] State of Berlin (2021) *William gives no rest* https://www.berlin.de/mittendrin/wettbewerb/die-nominierten/wilhelmsruh/

workshops, the group is creating a road map to achieve a zero plastic community. It is beginning its campaign with recycling and reuse workshops.[205]

Living Centres

The aim of this scheme is to “make Berlin's centres and business streets more attractive for the local population and for users, but also for private investment”. (transl.). [206] The scheme is supporting 19 areas in Berlin. It is to:

> *Develop active and identity-creating centres and neighbourhoods. Revitalizing building cultural heritage, promoting building culture and design quality Improve public space and improve urban mobility. Promoting urban culture and social inclusion. Strengthening climate protection and adaptation. Plan and act strategically and cooperatively (Transl.).*[207]

An example is the Muellerstrasse Project in the central-Berlin district of Wedding, which has historically been blighted with urban decay and social issues such as public drunkenness and drug use.[208] Today, the impacts of this historical underinvestment from the partition era are felt with Wedding being the poorest district in Berlin, with an unemployment rate of 26% (more than twice that of the rest of Berlin) and 28% living below the poverty line. [209] The challenges facing the Wedding High Street in Berlin therefore stem less from competition from online retail and out of town shopping centres, than they do from long-term institutional neglect and engrained poverty.

Working with local businesses, church organisations and community groups, the District Office of Berlin-Mitte:

- Improved streetscaping, made traffic and access improvements with clearer and more restrictive parking, and improved pedestrian connectivity to the local Beuth University of Technology; [210]

---

[205] State of Berlin (2021) *Rheingauviertel* https://www.berlin.de/mittendrin/wettbewerb/die-nominierten/rheingauviertel/

[206] State of Berlin (2021) *Living Centres* https://www.berlin.de/ba-mitte/politik-und-verwaltung/aemter/stadtentwicklungsamt/stadtplanung/staedtebaufoerderung/aktive-zentren/

[207] State of Berlin (2021) *Living centres and quarters – Programme aims and funding priorities* https://www.stadtentwicklung.berlin.de/staedtebau/foerderprogramme/lebendige_zentren/de/programm/ziele.shtml

[208] DeutscheWelle (2016) *Berlin 24/7: Problematic districts in the capital city* https://www.dw.com/en/berlin-24-7-problematic-districts-in-the-capital-city/a-36774477

[209] Bizirksamt Mitte von Berlin (2018) *Basic data on the population and social situation in the district Berlin Centre*. https://www.berlin.de/ba-mitte/politik-und-verwaltung/service-und-organisationseinheiten/qualitaetsentwicklung-planung-und-koordination-des-oeffentlichen-gesundheitsdienstes/gesundheits-und-sozialberichterstattung/sozialbericht-2018_web.pdf p. 23 N.B. Poverty in Germany is measured as it is for Manchester – households with less than 60% of the median household income are categorised as poor;
Cooper et al (2015) *Small-Scale Projects and Their Potential for Urban Regeneration: Experiences from Eastern Germany* https://www.researchgate.net/profile/Ian-Cooper-15/publication/303496485_Small-Scale_Projects_and_Their_Potential_for_Urban_Regeneration_Experiences_from_Eastern_Germany/links/5745811108ae9ace84224fab/Small-Scale-Projects-and-Their-Potential-for-Urban-Regeneration-Experiences-from-Eastern-Germany.pdf

[210] Muellerstrass-Aktiv (2021) *Traffic and open space concept secondary roads* https://www.muellerstrasse-aktiv.de/projekte/verkehrs-und-gestaltungskonzept/; State of Berlin (2021) *Active Centres – Müllerstraße* https://www.berlin.de/ba-mitte/politik-und-verwaltung/aemter/stadtentwicklungsamt/stadtplanung/staedtebaufoerderung/aktive-zentren/artikel.159352.php

- Demolished and rebuilt the local shopping hall popular in the 1970s. The District replaced this with a new structure on the same site with an open market on the top floor and small shops on the bottom floor to maintain independent retail; [211]
- Provided annual grant funding of up to €20,000 to private business to help new, local businesses start up or expand; [212]
- Provided up to 50% of funding for costs towards greening courtyards, open spaces and house facades in ways that improve the living environment; [213]
- Expanded and improved the facilities of the local kindergarten to increase the capacity of children that can receive day care in the area. This should improve the attractiveness of the area for residents and businesses. It is state-funded; [214]
- Redeveloped the central square (32ha) with space for markets, entertainment, boules, improved seating, lighting and fountains [215]

7.4 Evaluating Success

Since its inception in 2008, Germany's funding for the Living Centres programme has increased year on year, demonstrating both demand and perceived success of the model's intervention structure and intentions. [216] However, within the 2014 5-year review of the programme, the Federal Department responsible writes that:

> *Some municipalities consider the cost-benefit ratio of establishing an Urban Project Fund as too high. Successfully collecting private contributions to the fund often depends upon the individual commitment by a few local actors and their ability to convince others…In some funding areas, private contributions to Business Improvement Districts (BIDs)…are interesting co-financing approaches.*[217]

7.5 Funding

Funding for Living Centres scheme comes from Federal sources and operates as a public-private partnership. Nationwide, €300 m was given to this project in 2020. [218] Berlin Wedding has been the recipient of over €26.3 m of federal funding, matched by

[211] Muellerstrass-Aktiv (2021) *Northern entrance area to the centre of Müllerstraße* https://www.muellerstrasse-aktiv.de/projekte/eingangsbereiche-und-entwicklung/

[212] Muellerstrass-Aktiv (2021) *Area Fund* https://www.muellerstrasse-aktiv.de/projekte/gebietsfonds/#160920

[213] Muellerstrass-Aktiv (2021) *The farm and greening programme* https://www.muellerstrasse-aktiv.de/projekte/ohne-titel/

[214] Muellerstrass-Aktiv (2021) *The kita Edinburger* https://www.muellerstrasse-aktiv.de/projekte/kita-edinburger/

[215] Muellerstrass-Aktiv (2021) *The Leopoldplatz* https://www.muellerstrasse-aktiv.de/projekte/leopoldplatz/

[216] Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (2017) *Active city and District centres: Program strategy for Centre program for urban development* p. 19 https://www.bmi.bund.de/SharedDocs/downloads/DE/publikationen/themen/bauen/wohnen/aktive-zentren-programmstrategie.pdf;jsessionid=C294773E1A31FF4185EAC4810585781E.2_cid364?__blob=publicationFile&v=4

[217] Ibid. p. 14

[218] Federal Ministry of the Interior, Building and Community (2019) *New urban development support - simpler, more flexible, greener* https://www.bmi.bund.de/SharedDocs/pressemitteilungen/DE/2019/12/staedtebaufoerderung.html

private investment (PPP), since 2010.[219] It is unclear where funding for *In the Middle* of it, Berlin comes from and how much is available. However, indications are that it is funded at the state/Berlin level.

Potential Issues for Consideration:

The Committee may wish to ask TEO and/or the NI High Street Task Force the following:

34. Will the TEO and the NI High Street Task Force have preliminary discussions with community groups to assess the needs of local people before HSR interventions are put in place?
35. Has TEO or the wider NI Executive, considered policy options to restrict the establishment of shops in residential areas that do not directly serve local people?
36. What consideration has TEO and the NI High Street Task Force given to existing land use plans and how they may impede or and support development? If so, please provide details?
37. Has TEO considered public-private partnerships (PPP), which rely upon private businesses and community organisations as a way of funding HSR in NI?
38. Does the TEO think there is any appetite and financial capacity locally in NI to undertake such PPP approach?
39. Has the TEO and the NI High Street Task Force considered enhancing social infrastructure, such as crèches and kindergartens, as a means of making high streets and urban centres more attractive to young families as places to living and work?
40. Has TEO considered measures to help transform vacant shops in high streets like the market traders:
41. What consideration has TEO and the Task Force given to eco-friendly/environment protection measures, such as "plastic free zones", to make NI high streets more attractive to visitors?
42. How could the TEO and the NI high Street Task Force seek to ensure that HSR interventions do not focus solely on commercial development, but rather approach NI high streets as spaces integral to providing community, cultural and educational resources as well as commerce?

[219] Federal Ministry of the Interior, Building and Community (2019) *Soziale Stadt* https://www.staedtebaufoerderung.info/SharedDocs/downloads/DE/ProgrammeVor2020/SozialeStadt/Foerderung2019.pdf?__blob=publicationFile&v=2

8 Concluding Remarks and Issues for Consideration

The slow and steady demise of bricks and mortar retailers in the UK and abroad, due mainly to the success of online shopping, is well documented. Consequently, successive Governments (local and central) across the UK and further afield, have introduced policies aimed to support the economic outlook of high street retailers. The UK Government over the past decade has introduced several policies and interventions in this regard. Most notable perhaps is the commissioning of a High Streets Task Force for English Towns and Cities in 2018.

In 2020, the NI Executive announced a High Street Task Force, to regenerate town and city high streets in NI. In February 2021, the NI Task Force had its inaugural meeting. The work to the NI Task Force may prove crucial in helping to secure economic recovery in NI towns and villages over the next five years. This is particularly important given how hard bricks and mortar retailers have been hit since the outbreak of the Covid-19 pandemic, and subsequent NI lockdowns over the past 16 months.

Moreover, it seems HSR projects and interventions will be central to this recovery, not only for businesses, but for the people who live and work close to NI town centres. The HSR projects described in this Briefing Paper vary in their scale, intention, socio-economic context. Each example project demonstrates a mixture of funding and governance regimes, including public-private partnerships (PPP) (e.g. Toronto, Gothenburg, Berlin), publicly-funded investments (e.g. Greater Manchester) and public-private- philanthropic funding (e.g. Detroit). The cities vary in whether HSR and urban regeneration are business-led (e.g. Toronto), community led (e.g. Greater Manchester) or government led (e.g. Lille)

Perhaps the key finding of the evidence presented in the paper above is that HSR interventions require a multifaceted, knowledge-driven approach that builds on existing community and commercial assets. Additionally, evidence from cities globally suggests that successful HSR requires interventions both within the focus area and in the wider economic catchment. Critically, it is important to match interventions at the high street level with demand for extra facilities and retail opportunities amongst residents and businesses. Few of the cited examples focus solely on commercial development as the key to HSR, but rather approach high streets as spaces integral to providing community, cultural and educational resources as well as commerce.

Consequently, TEO and the NI High Street Task Force should remain mindful of the following concluding issues for consideration:

Potential Issues for Consideration:

The Committee may wish to ask TEO and/or the NI High Street Task Force the following:

43. Has TEO conducted or commissioned any research or compiled any costings to estimate how much funding would be needed for NI HSR interventions? If so, will it share that information, data and analysis with the Committee? If not, will it in future?
44. Given the limited scope for revenue raising under the prevailing NI financial arrangements under current devolution in NI, is it TEO's intention to provide a single "High Street Fund", similar to the English Future High Street Fund, from TEO budget allocations? If not, how is the NI Task Force to be funded?
45. Has TEO and the NI High Street Task Force conducted or commissioned any research to assess which towns or villages are potential recipients of assistance? If so, please share the selected criteria with the Committee?
46. Will the TEO and the NI High Street Task Force have the ultimate say in which towns or villages receive assistance?
47. Has the TEO and the NI High Street Task Force conducted any form of needs analysis of high street retailers across NI? If so, please share that analysis with the Committee?
48. Has any consideration been given to specific sectors in the NI economy that need special assistance due to Covid-19 restrictions and lockdowns, e.g. funding assistance to bricks and mortar retailers or the hospitality and tourism sector?
49. With interest rates at an all-time low, has TEO considered approaching the DoF in relation to increasing its borrowing, to fund the NI High Street Task Force interventions?
50. Has the TEO or has the TEO asked the DoF to give consideration to providing a "Town Centre Loans Fund", similar to the one used in Wales, or "Forgivable Loans", similar to those used in Detroit?
51. If so, has there been any subsequent discussion with the UK Treasury about that, to allow for extra flexibility in this regard under the prevailing financial arrangements for current devolution in NI?
52. Will TEO and the NI High Street Task Force give special consideration to the various economic and social issues facing NI high streets, e.g. urban deprivation and youth unemployment?
53. How could TEO and the NI High Street Task Force ensure that local communities and voluntary organisations have a say in HSR interventions?
54. Will TEO and the NI High Street Task Force undertake preliminary discussions with community groups to assess the needs of local people before HSR interventions are put in place? If not, why not?

Annex 1: High Street Task Force Partner Organisations

Table 10: Partner Organizations for the High Street Taskforce[220]

Organisation	Role
Institute of Place Management (IPM)	Effectively runs the Task Force and put together the consortium of partners.[221] The IPM provides the underpinning research and knowledge for the Task Force, trains experts, and develops the training and data dashboards products for the High Street Task Force website.
PricewaterhouseCoopers LLP (PWC)	PwC is a global professional services network with headquarters in London. PwC has broad experience working with public sector clients, helping to deliver and manage large-scale programmes, such as the Task Force. PwC acts as a delivery and planning partner, providing expertise and resources for the coordination of the Task Force.
Royal Town Planning Institute	The Royal Town Planning Institute (RTPI) is the UK's leading planning body for spatial, sustainable and inclusive planning and is the largest planning institute in Europe with over 25,000 members. The RTPI identifies experts to boost local authority capacity, develops training sessions with town planning professionals, and chairs the High Street Task Force Professional, Research and Data Group.
Landscape Institute	The Landscape Institute is the chartered body for the landscape profession. It is an educational charity that promotes the art and science of landscape practice. Its landscape practitioners include landscape scientists, planners, architects, managers and urban designers. The LI provides a pool of experts to contribute to Task Force delivery and services.
Design Council	Design Council is an independent charity and the Government's advisor on design. Their purpose is to make life better by design by enabling better places, products and processes. Design Council works with the Task Force to: develop a sustainable brand; use design tools and methods to challenge people to think innovatively about the future of their high streets; and share expertise in inclusion, healthy place-making, service design, and social and environmental sustainability.
The BID Foundation	The BID Foundation is an industry body for Business Improvement Districts established in January 2018, following a UK-wide consultation. It is an independent and authoritative voice for BIDs, and is leading the development of industry standards. Its members are active place leaders in towns and cities with extensive networks. The BID Foundation co-chairs the High Streets Task Force Sector Leaders Group and works with IPM to identify experts and resources for the Task Force.
Association of Town and City Management (ATCM)	Association of Town and City Management (ATCM) is a not-for-profit membership organisation, dedicated to promoting the vitality and viability of urban centres across the UK and the Republic of Ireland. Its members develop and implement shared visions, strategies and action plans for hundreds of district, town and city centres. ATCM co-chairs the High Streets Task Force Sector Leaders Group and provides resources on how to improve high streets.
Civic Voice	Civic Voice is the national charity for the civic movement in England. Civic Voice was formed following extensive consultation with hundreds of civic

[220] High Street Task Force (2020*) about/partners*: https://www.highstreetstaskforce.org.uk/about/our-partners/

[221] Ministry of Housing, Communities & Local Government (2019) Press Release*: New Task Force to help revitalise high streets and town centres*: https://www.gov.uk/government/news/new-task-force-to-help-revitalise-high-streets-and-town-centres

	and amenity societies and other interested organisations in 2009. Civic Voice has put forward experts for the Task Force, and provides relevant advice and guidance for place leaders.
Springboard	Founded in 2002, Springboard is a leading provider of data and intelligence on customer activity in stores and destinations. Springboard monitors customer behaviour in town and city centres, including footfall, demographic profiling and capacity monitoring. Springboard provides the Task Force access to all UK high street and town centre footfall data, as well as training courses and webinars for Task Force users to attend.
Maybe*	Maybe* uses Artificial Intelligence (AI) to provide sentiment analysis from social media directly to over 150,000 businesses. They have worked to develop the digital evolution of some 30 towns through the 'What do you think' campaign, which aims to improve digital influence to drive footfall. Maybe* provides the Task Force with consumer sentiment data for UK towns for benchmarking, and hold regular webinars that focus on high street data evaluation.
Market Innovations (The Teenage Market)	The Teenage Market, set up in 2012 by two brothers in Stockport, is active in over 30 locations across the UK, giving local young people the chance to actively engage and take part in events in their town or city. The Task Force works with the Teenage Market over the five years to provide guidance and expertise for local authorities in England planning to hold teenage markets.
Cardiff University	Cardiff University's School of Computer Science and Informatics is an internationally-leading research School that impacts areas as diverse as healthcare, mobile and social computing, and the environment. They develop and integrate data sets on footfall and other high street performance indicators, as well as contribute to further research.
MyKnowledgeMap	MyKnowledgeMap is a leading e-assessment software and solution specialist, with a full product, project, services and integration delivery. MyKnowledgeMap develop technology solutions that improve skills and knowledge for Task Force users, including high street data dashboards and an online resource repository.

Source: High Street Task Force, 2020.

Annex 2: High Street Taskforce: Need Based Support

Table 11: High Street Task Force Direct Needs Based Support[222]

Support	Summary
Business Case Development	Seminars for town and city centres shortlisted under the Future High Street Fund.
Transforming Your High Street Report	A critical analysis of high street vision and plans from the perspective of future investment
Unlocking Your Place Potential	A one-day visit to a centre or high street, and its local authority, to diagnose the major barrier to transformation. These visits produce a report which includes the identification of the major barrier(s) to transformation and unlocking the place's potential. The report also includes clear recommendations of what to do next. This includes identifying what can be progressed by the local authority/partners and what additional expertise from the High Streets Task Force may be required.
Expert Visits	Technical and professional experts may be provided by the Task Force to local authorities to help solve complex, interdisciplinary problems, if this is recommended as a result of the Unlocking Your Place Potential diagnostic visit. High Street Task Force Experts will – working in multidisciplinary teams in complex cases - advise on a range of issues including planning, urban design, place making, landscape architecture, resilience, transport, valuation, asset management, investment, governance, data and analytics, place management and leadership.
Data dashboards (footfall and sentiment)	Dashboards are based on a successful prototype developed over the last few years with funding from InnovateUK. They are designed to help those engaged in place management to understand the performance of their town centre or high street. Two versions of the dashboard are being developed: **The Advanced dashboard**: available to any place management organisation in England that collects footfall data in a town centre or high street, using Springboard's automated footfall counting technology. The Advanced dashboard enables place leaders to identify their town type, and where it sits in the activity hierarchy, as well as a number of other functions, such as monitoring the daytime and night-time economies. **The Standard dashboard**: available to a wide variety of locations in England that agree to engage in a manual counting regime, counting three hours, over three days and three months. The Standard dashboard uses software, developed by Cardiff University, to turn these manual counts into one year of predicted, hourly footfall counts. This then enables place leaders to estimate their town type, level of attractiveness and other benefits.
Mentoring	An experienced High Streets Task Force Mentor may be provided to boost inter-agency and cross-sector working, when collaboration issues have been identified, through the Unlocking Your Place Potential visit.
Developing a Shared Vision for your High Street	Available to places that meet certain conditions after an Unlocking Your Place Potential visit, these three-hour workshops pave the way for the development of a collaborative and transformative vision for a

[222] High Street Task Force (2020) https://www.highstreetstaskforce.org.uk/

	particular location. The workshop is designed to build consensus on the challenges facing the location, its distinctive features, shared values and sources of civic/community pride. The workshop includes a follow-up report to help the partnership design and achieve a vision.
Place Making Programme	Available after a recommendation in the Unlocking Your Place Potential visit, the Place Making Programme is concentrated on building place leadership skills and capacity in a particular location. Elected members, council officers, business leaders, BID managers, civic leaders, young people, property owners, retailers, and other stakeholders will be invited to in-situ workshops using the network of contacts the Task Force has, in partnership with a host local authority. Up to 70 delegates can attend the workshop.

Source: High Street Task Force, 2020.