

<b>Report to:</b>	<b>EXECUTIVE CABINET</b>
<b>Date:</b>	29 March 2023
<b>Executive Member:</b>	Councillor Vimal Choksi, Executive Member (Town Centres, Communities)
<b>Reporting Officer:</b>	Julian Jackson – Director of Place
<b>Subject:</b>	<b>DRAFT HYDE TOWN CENTRE MASTERPLAN</b>
<b>Report Summary:</b>	The report provides an update on the Hyde Town Centre Masterplan including the results of the initial fact finding exercise. The report seeks approval to undertake a full public consultation exercise on the draft masterplan for Hyde for a period of 4 weeks following the Elections in May 2023.
<b>Recommendations:</b>	<p>That Executive Cabinet be recommended to:</p> <ul style="list-style-type: none"> <li>(i) Note the findings from the fact finding exercise that have been used to feed into the draft Masterplan for Hyde Town Centre,</li> <li>(ii) Review and approve the draft proposals including vision and design principles in the draft Masterplan,</li> <li>(iii) Approve the consultation on the draft Masterplan for Hyde for a period of 4 weeks following the Elections in May 2023,</li> <li>(iv) Approve that the estimated remaining non-recurrent Council reserve balance of £125,000 (as set out in table 1, section 6.2) previously allocated to the Place Directorate to support town centre masterplanning, be utilised in 2023/24 to progress the regeneration of Hyde Town Centre, subject to further governance setting out what will be delivered within this budget envelope.</li> </ul>
<b>Corporate Plan:</b>	The proposals support the key aims of the Corporate Plan to ensure modern infrastructure and a sustainable environment that works for all generations and future generations. The proposed measures shall contribute to delivering corporate priorities – housing, economic growth and employment opportunities
<b>Policy Implications:</b>	<p>The proposals support the policy aims and delivery of the Council’s Inclusive Growth Strategy (2021). In light of the recent impacts from the COVID-19 pandemic and the generally poorly performing town centres, the regeneration of Tameside’s town centres is essential for a range of social and economic reasons in order to create sustainable communities and thriving and vibrant town centres. The recommendations of this report will assist with the delivery of this objective and will bring in new people, inward investment, businesses and jobs.</p> <p>The proposals support the adopted Carbon Reduction and Environment Strategy 2021-2026. The focal points of the Strategy are all very much relevant to town centres and include Greenspace &amp; Biodiversity, Homes Workspaces &amp; Council</p>

Buildings, Influencing Others, Reducing Consumption & Producing Sustainably and Travel & Transport. The recommendations of this report will assist with the delivery of these areas of focus and will ensure that town centre regeneration has sustainability at the forefront of any proposals related to new developments.

**Financial Implications:**  
(Authorised by the statutory  
Section 151 Officer)

The report provides an update on the Hyde town centre masterplan with a recommendation to approve consultation on the draft proposals.

The following table provides a summary of the sources of funding relating to the regeneration of Hyde town centre together with the remaining balances available.

	<b>Evergreen 3 Grant</b>	<b>One Public Estate Grant</b>	<b>Council Reserve</b>	<b>Total</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Funding	225.0	100.0	125.0	450.0
<b>Expenditure</b>				
Town Centre Masterplan	43.3	43.2	0.0	86.5
<b>Balance</b>	181.7	56.8	125.0	363.5

The Council balance of £125,000 is retained within a reserve, with a recommendation to utilise in 2023/24 to progress the next stages of the masterplan proposals following consultation. This will be subject to a further report to Members that will provide additional details on the proposed use of the funding and outcomes that will be delivered.

The Council funding and One Public Estate grant is allocated as equivalent match funding to the Evergreen 3 grant in accordance with Evergreen grant conditions. This grant needs to be expended by 31 March 2023. Any additional commitments that are funded via Evergreen 3 prior to this date will reduce the remaining balances of Council funding and One Public Estate grant as set out in the table.

The outcome of the final proposals for the town centre will be subject to a robust business case and report to Members at a later date that clearly sets out the financing arrangements and any related impact on the Council revenue budget.

**Legal Implications:**  
(Authorised by the Borough  
Solicitor)

This report provides details of the initial consultation undertaken as a fact finding exercise and sets out proposals for a further consultation specifically on the master plan.

The consultation is intended to obtain feedback from all relevant parties which will then be given careful consideration when finalising the strategy and submitting to Members for approval.

**Risk Management:**

A risk register for the project is in place and regularly reviewed. The main risks are summarised in Section Eight below.

**Background Information:**

The background papers relating to this report can be inspected by contacting Damien Cutting – Economic Growth Lead



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## **1. INTRODUCTION**

- 1.1 Hyde Triangle is identified as an area for growth within the Tameside Inclusive Growth Strategy and is one of the Greater Manchester Growth Locations. Hyde Triangle which includes Godley Green, Hattersley and Hyde Town Centre will ensure that these major drivers for change support the wider regeneration of the town centre.
- 1.2 There have been a number of studies undertaken in Hyde around current and future uses of the Town Centre in recent years but there is an identified need for a town centre masterplan to provide a strategic vision supported by an overarching spatial and development framework. The interventions that will be identified through the masterplanning process, are critical to unlocking the comprehensive redevelopment of the Town Centre.
- 1.3 The Hyde Town Centre Masterplan will support delivery of the Tameside Corporate Plan, Tameside Inclusive Growth Strategy and both regional and national priorities helping to secure much needed investment in the Town Centre.
- 1.4 A procurement exercise was completed via STaR utilising an open tender process on The Chest portal. Following this process GL Hearn and Hemingway Design were selected as the consultant team for the masterplan.
- 1.5 The whole Hyde Town Centre redevelopment is a 15 to 20 year programme with short term, medium term and long-term goals that will holistically deal with the Town Centre and the surrounding area that feeds it. The interventions that will be identified through the masterplanning process, are critical to unlocking the comprehensive redevelopment of the Town Centre.

## **2. BACKGROUND**

- 2.1 The Council was recently successful in achieving a grant award of £225,000 via the Greater Manchester Combined Authority (Evergreen Round 3) which needs to be expended by 31 March 2023. The use of GM Evergreen funds of £225,000, with match funding of £125,000 from the Investment, Development and Housing (IDH) budget and £100,000 secured from the One Public Estate (OPE) programme, was approved for Hyde by Tameside Council Executive Cabinet on 29 September 2021. Of this funding £100,000 was identified for the preparation of the Hyde Town Centre Masterplan with the remainder to support the repurposing of the former library building on Union Street.
- 2.2 As an aside but of direct relevance to the masterplan, a report to Executive Cabinet in June 2021, identified that Hyde Town Centre had been identified as one of the 70 local authority areas that would be able to access government support through the High Street Task Force (HSTF) programme. The report agreed that the Council would formally participate and engage in the programme and the first stage of support from HSTF included an initial diagnostic which was undertaken earlier in the year offered under the banner 'Unlocking Your Place Potential'. The appointed Task Force Expert also participated in the selection process for the appointment of GL Hearn and Hemingway Designs. The next stage includes a Place Workshop on 2 February 2023 will bring together key stakeholders to collectively consider how to improve the town centre. Feedback will contribute to the masterplan proposals.

## **3. MASTERPLAN APPROACH**

- 3.1 The consultant team are working towards a comprehensive masterplan that will ensure that all aspects of regeneration is considered. This will include working collaboratively with the local community and key stakeholders so they are able to shape the proposals for Hyde.

- 3.2 The fact finding stage has come to an end and the baseline assessment completed, the findings will feed into draft proposals and a vision for the town which will be subject to a formal consultation period early in the New Year.
- 3.3 In terms of the approach, the consultant team are following the below methodology:
- Understanding the site - The first stage of the methodology was to gain a comprehensive understanding of the town and its community. This was undertaken with site visits, reviews of policy and adopted strategies and desktop data collation. This work has been completed.
  - Speaking to the community (a 'thunderclap') – A survey was issued online to gauge the understanding of the local community as to what they perceived to be the issues they have in the town and how they would like to see the town improved. This stage has now completed and findings of this exercise are detailed in **Appendix 2**.
  - Draft Masterplan Executive Summary (Vision, Objectives, Draft Proposals) – **Appendix 1** includes the draft masterplan which is subject to full consultation.
  - Option Testing – Based on feedback from the public consultation, the consultant team will explore and prepare a range of outline proposals that will achieve the project objectives. These option testing presentations will be a condensed version of the final masterplan.
  - The Masterplan - The final masterplan will contain a set of robust proposals that are based on the findings from the previous stages and the stakeholder's needs and aspirations. The proposals will have been shaped through rigorous testing and consultation.

#### 4. HEADLINES FROM THE FACT FINDING EXERCISE

- 4.1 As a result of extensive promotion and awareness raising, the fact-finding questionnaire had 1,254 responses. A public drop in event took place at a vacant unit at the Clarendon Shopping Centre, Hyde. There were approximately 250 people of all ages and backgrounds who visited to share their views. A summary of some of the points that were raised at the event include:
1. Celebrate and utilise Hyde's historic buildings,
  2. Improve the market square increasing planting, greenery and public furniture,
  3. Improve the market offer including more stalls and a better offer,
  4. Create more traffic free areas,
  5. Improve the appearance of the town centres shop fronts and buildings,
  6. Improve the cultural offer, events and activities,
  7. Encourage more small independent businesses to establish in the town by offering incentives including reducing business rates,
  8. Introduce free parking.
- 4.2 In particular, there were four common areas identified for improvement which emerged from the results analysis:
1. Hyde Market Square – improvements to the square and public realm were needed including more seating and greenery to encourage people to spend more time there. Further animation of the square also required to animate the space including a better quality market and events.
  2. Traffic measures - traffic calming and/or pedestrianisation of spaces around the market place. The area outside the Town Hall was identified as a place that could integrate the town better in terms of moving around.
  3. Heritage and public buildings – buildings of heritage should be celebrated. Hyde Town Hall identified as a building that could be utilised more, particularly for community events. Union Street Library and vacant bank buildings were also identified as in need for occupancy. Some examples of uses of these buildings included arts, cultural and community events.

4. Building and shop front improvements – A shop front improvement strategy would help to improvement key frontages around the town centre. The Clarendon Shopping Centre appeared as a building needing frontage improvements.

4.3 Other key points include:

- 90% of the respondents felt an improved food and beverage offer was needed.
- Few respondents felt Hyde had an interesting range of shops.
- Few places within the town centre to socialise.
- Only 3% of people responded positively to the existing outdoor market offer while the indoor market view was slightly improved at 22%.
- Approximately 1/3 of local residents use the town centre more than once a week.
- Approximately 30% of town centre visitors only visit the supermarkets and 20% only visit the Clarendon Centre.
- Around 1/4 of the responders visit the entire town centre.
- 80% of responders only visit the shops and only 20% to eat, drink or socialise during the day this drops to 13% in the evening.
- 62% of responders spend an hour or less in the town centre while only 12% are likely to stay in the town centre for more than 2 hours.
- The towns outside of Tameside that featured prominently as a go to destination were Stockport and Glossop. Responders cited independent shops, cafes, restaurants, nightlife and the atmosphere as the main reason.
- In respect of general comments on the town centre, a limited offer, lack of character, poor/scruffy appearance, the dominance of takeaways, lack of night-time economy and a perception that the town centre did not feel safe were referenced.

4.4 As well as the online survey, a number of workshops and meetings have been held with key stakeholders in the town. Some of these groups include:

- Hyde Together Community Interest Company (formerly Hyde Town Team),
- The Martin Property Group, Clarendon Shopping Centre owners,
- Clarendon Shopping Centre Management,
- Hyde Town Centre Taskforce workshop,
- Greater Manchester Police,
- Community Rail Partnership,
- Local developers,
- Hyde POP Community Interest Company,
- Diversity Network,
- Diversity Matters North West,
- Local mosque representatives.

4.5 Internally, discussions have been held with local ward members and with key senior colleagues from the Markets Team, Housing, Employment and Skills, Planning, Greenspace, Highways, and Estates.

## 5. DRAFT HYDE TOWN CENTRE MASTERPLAN

5.1 The previous section outlines some of the key findings from the fact finding exercise carried out. All of the responses have been reviewed and analysed in order to help to shape the draft masterplan for Hyde Town Centre. A vision, set of design principles, development opportunities, public realm and highway improvement areas are included in the draft masterplan.

### **Vision**

5.2 The vision for Hyde Town Centre is mapped out to provide a future path for growth and regeneration. *Hyde Town Centre will become be a desirable place to live, socialise and shop. It will be a thriving hub for daily urban life. Cultural resurgence is at the heart of the*

*masterplan and this will define the area's future reinforcing its distinctive character, allowing Hyde to flourish and find its own identity within the context of Greater Manchester and the North West.*

5.3 The vision will be underpinned by a number of design principles:

1. The Town Hall can be re-purposed to be a vibrant cultural hub for Hyde and the wider borough. The newly pedestrianised areas around it create a flexible space for its activities to spill out.
2. The markets are re-located to new, high quality facilities in a prime location on Market Place.
3. Market Square will become a flexible, high quality public realm environment suitable, for markets and events.
4. Re-imagined shopping area creates a welcoming shopping and residential area, with wide tree lined streets connecting all areas of the town centre.
5. Considering the rationalisation and relocation of parking areas creates high quality development sites for the town centre to grow into with a new diverse offer.
6. Improved public realm and traffic calming creates safe, welcoming pedestrian routes from key public transport facilities.

#### **Masterplan Framework**

5.4 The illustrative masterplan shown in the draft document demonstrates how areas of development and public realm intervention will come together as a holistic strategy.

5.5 The development framework describes the principles of regeneration, land use, development and improvement that should be met by projects within the town centre to ensure that the vision and objectives are realised.

5.6 Options have been tested by the consultant team and a 'baseline option' has been identified for the purpose of the illustrative masterplan. Notwithstanding this a series of potential options has been proposed with multiple scenarios for many of the proposed development areas. Further details of these options can be found in Section 7 of this document.

5.7 Detail on the Masterplan Framework is included in the Executive Summary Draft Masterplan (**Appendix 1**) and broadly includes:

- A summary of the fact finding exercise,
- An overview of the current performance of the town,
- Contextual analysis and opportunities,
- A vision for Hyde, and
- Key visuals relating to the vision for Market Square and Market Place, and
- Phasing & next steps.

## **6. FINANCIAL MANAGEMENT**

6.1 On 29 September 2021, Executive Cabinet approved that £125,000 of the additional non-recurrent revenue budget allocated to the Place Directorate to support Town Centre Masterplans, alongside a further £100,000 of One Public Estate (OPE) Funding be utilised as match funding against the Evergreen 3 grant funding secured via GMCA for use by 31 March 2023.

6.2 Table 1 provides a summary of the remaining balances available. It is recommended that this remaining budget is utilised in 2023/24 to progress delivery strategy work associated with the Town Centre Masterplan and identified regeneration sites. In addition to the work completed to date this will support the business cases/submissions to future external funding and provide the initial investment required to unlock the full potential of Hyde Town Centre.

Value for money will be secured through the procurement process utilising STaR procurement.

**Table 1**

	<b>Evergreen 3 Grant</b>	<b>One Public Estate Grant</b>	<b>Council Reserve</b>	<b>Total</b>
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**Expenditure**

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**Balance**

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**7. NEXT STEPS**

7.1 The Council will undertake a formal consultation on the draft masterplan for a period of four weeks. A Consultation Strategy (**Appendix 3**) includes details of how the Council will consult on the draft masterplan along with a list of targeted groups and key stakeholders.

7.2 A summary of the next steps include:

- Consultation on draft masterplan: May 2023 for a period of 4 weeks.
- Review of comments and responses from consultation: June 2023
- Seek approval at the Council's Executive Cabinet to adopt the Hyde Town Centre Masterplan: August 2023. This will ensure the masterplan acts as a material consideration in the planning application process for any proposals submitted in the area.

7.3 The recently established Hyde Town Centre Delivery Group will steer and support the preparation, development and implementation of the masterplan and to deliver the vision of the plan.

**8. CONCLUSION**

8.1 The overall decline in the viability and vitality in areas of Hyde town centre including Hyde market are aligned with national trends of decline. The growth in online shopping and out of centre retail locations, the changing behaviour of shoppers, the change in demands of shoppers from their town centres, the evolution of traditional town centres and the global pandemic has resulted in a reduction in footfall, increased number of shop units and market traders and a general negative perception of some town centres, including Hyde. However, there are signs and evidence of a resurgence in some town centres. These centres have evolved and introduced a wide range of uses including food and drink, leisure and culture. It is vital that the regeneration of Hyde benefits from best practise in more successful town centres have done to revive themselves and build on the unique character of Hyde and the local people.

8.2 In respect of Hyde market, the continued decline of the market has not only an adverse impact on Council revenue streams but also in the overall vitality and viability of the market and the across the town. The additional study to be carried out will provide a robust position in respect of the current operation of the market and will provide actions as to how the market in Hyde could be revitalised.



8.3 Responses received from the fact finding exercise demonstrate that whilst there is local pride in Hyde. People want to see improvements to the town and for Hyde to become a place where there are good quality services and a diverse offer for everyone throughout the day and night time. The draft masterplan aims to identify interventions in order to ensure a step change in the regeneration of Hyde.

## 9. RISK MANAGEMENT

9.1 The main risks associated with the preparation of a masterplan for Hyde town centre are identified in the table below.

Risk Area	Detail	RAG Rating	Mitigation	RAG Rating
<b>Delivery</b>	Timescales for delivery of the masterplan against the funding agreement are extremely tight. Any delays to the programme could have an impact on completing the works in the agreed timescales.	Yellow	The programme in <b>Appendix 4</b> demonstrates that whilst timescales are tight, the masterplan will be delivered in line with the timescales of the funding agreement.	Green
<b>Financial</b>	The market is an income generating service in the Council. Any reduction in the number of market traders for any period of time, could result in the loss of income for this service.	Red	A further study will be commissioned that will review the existing market function including and review the current financial position as well as future options associated with delivering a market in Hyde.	Yellow
<b>Planning</b>	Planning permission likely to be required relating to any major proposals associated with the shopping centre.	Yellow	Third parties will be advised to undertake pre-application advice with the Local Planning Authority at the earliest opportunity.	Green
<b>Programme</b>	Lack of resource capacity to undertake workstreams in line with expectations.	Yellow	A highly experienced multi-disciplinary team will ensure that the project meets programme timescales and key milestones. Internal resource has been identified to meet expectations.	Green

## 10. RECOMMENDATIONS

10.1 As set out at the front of the report.