

## **Business Improvement Districts**

**Guidance And Best Practice** 





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## **Business Improvement Districts**

#### **Overview**

- 1. There are now over 200 Business Improvement Districts (BIDs) operating across the UK. The majority are town centre BIDs but there are over 20 Industrial BIDs operating, while sector specific Tourism BIDs have been established in some areas. British BIDs Nationwide Survey 2014 reported that as of April 2014, the combined levy income from BIDs was £65,500,000 with BIDs securing further income of £130,300,000. This is additional funding that is targeted at improvements to BID areas. The Government is supportive of BIDs and wants to see many more created to help deliver improvements and give businesses a stronger voice in shaping their local area.
- 2. This Guidance was produced with help from the Association of Town and City Management. It is intended to be a high level starter guide. Although some of the guidance here is generic to all BIDs, the Guidance is to help individuals, local partnerships and local authorities in England understand the process necessary to deliver a successful town centre BID.
- 3. It explains what we consider best practice, the issues and the terminology those looking to establish a BID should become familiar with. The Guidance emphasises the importance of the local authority in this process and of engaging with local businesses likely to be affected by the BID. The Guidance is not intended to provide expert advice or technical detail on how to establish and operate a BID. This information is available from industry support bodies such the Association of Town and City Management and British BIDs. Contact details are at the end of this guidance. The Guidance does not override the relevant legislation nor does it intend to provide a definitive interpretation of the law.
- Alongside this Guidance, we have also produced with British BIDs a specific <u>Technical Guide</u> to help Local Authorities on their core roles and responsibilities in considering and taking forward BID proposals.

## What is a Business Improvement District?

- 5. BIDs are business led partnerships which are created following a ballot process in order to deliver additional services to local businesses over a defined period (normally five years). They can be a powerful tool for directly involving local businesses in local activities and allow the business community and local authorities to work together to improve the local trading environment.
- 6. A BID is a defined area in which a modest levy is charged on all non-domestic ratepayers in addition to the non-domestic rates bill. A BID can only be

established and a levy charged following approval of proposals setting out what the BID will do, via a ballot of those businesses liable to pay the levy. This levy is used to develop projects which will benefit businesses in the local area. There is no limit on what projects or services can be provided through a BID. The only requirement is that it should be something that is in addition to services provided by local authorities. Improvements may include, but are not limited to, extra safety/security, cleaning and environmental measures.

7. Typically a BID is within a local authority boundary but there is nothing to stop a BID crossing local authority areas if the BID area itself remains a coherent entity.

# Is a Business Improvement District the right option for your area?

8. There are some fundamental issues you need to consider before taking forward the work necessary to establish a BID.

#### Why

9. You need to be clear why a BID is needed and what issues it will tackle.

#### How

10. You will need to develop a project plan that sets out how you propose to establish the BID, timescales and where will you secure the start up costs. The Government has established a Loan Fund to help with start up costs, for details see section 4 of this Guidance.

#### The BID body

- 11. Although the legislation does not require you to establish a BID body before taking forward a BID proposal, best practice from existing BIDs suggests that those areas that have a formal structure ahead of ballot, will help you to get going as quickly as possible once you have been successful at ballot.
- 12. There are a range of options available. The BID body could be a private company but could also be a partnership. Most BID bodies are not-for-profit companies. A BID could be developed by a local authority but this is unusual.
- 13. The BID body should be managed through a Board (or similar) with clear arrangements on how they will operate. The BID must decide on the mix of representatives to ensure their Board is an effective decision making body with the right skills, which can represent the mix of businesses in the area. Local Authorities can be represented on the BID board.

#### Engagement with local businesses

14. It may be that you are already representing or are part of a local partnership, but an area looking to establish a BID should engage effectively with local businesses that are likely to be affected by the proposal and become liable to pay the levy. You will struggle immensely with support for the BID if you try and take forward a proposal unilaterally, without ensuring that businesses have had the chance to hear about the proposals and had the opportunity to give their views. Gaining the support of local businesses at an early stage will provide a strong platform to promote the BID to levy payers in your area and enable you to take forward your proposals quickly after a successful ballot.

#### **Engagement with the Local Authority**

- 15. It is essential that you establish a positive relationship with your Local Authority. It is important you identify a key contact at the authority and keep them informed of progress at every stage.
- 16. An authority will have its own plans for the area and will need to appreciate the benefits to businesses and the community of having a BID. It will want to be assured that the BID arrangements complement and preferably enhance the local authority's proposals. Ideally the local authority will have a seat on the BID Board. The authority and BID will need to agree the additional services the BID intends to deliver.
- 17. Planning consultation is one example where positive engagement with the Local Authority can have significant benefits. National Planning Guidance highlights the important role that the views of consultees play in the planning application process. BID bodies represent the businesses in their area, and are a valuable resource for offering particular insights or detailed information which is relevant to the consideration of a planning application. Local authorities should recognise the potential benefits of this and consider hearing the views of BID bodies (alongside other interested parties) at planning committees when considering planning applications that are likely to impact on the BID.

#### **Engagement with local stakeholders**

18. You also need to identify and discuss your ideas with other local stakeholders such as the town centre manager, town council, traders associations, etc. Each town has different stakeholders, you will need to identify and speak to them, keeping them regularly informed of progress.

### The basics of a Business Improvement District

#### Who can establish a BID?

19. A BID can be set up by the local authority, a non-domestic ratepayer or a person or company whose purpose is to develop the BID area, or that has an interest in the land in the area.

#### What structure can a BID be?

20. The BID proposer should decide how the BID is structured. Many BID proposers decide to set up a company limited by guarantee but BIDs can choose many partnership structures. Examples include an informal partnership with the local authority acting as the BID body (holding financial responsibility), a community interest company or a charity.

#### How long will a BID last?

21. The maximum period that a BID levy can be charged is for 5 years. Once the term is completed the BID will automatically cease. If the BID Company wants to continue its activities it must hold a new ballot.

#### How is a BID funded

22. A BID is funded by a levy charged on all non-domestic ratepayers in the BID area in addition to their non-domestic rates bill. The general scale of an additional BID levy is between 1% and 1.5% of the rateable value of each business.

#### There will be upfront costs

- 23. Establishing a BID will require upfront costs. Estimating how much is difficult and costs will be variable depending on the nature of the proposal.
- 24. The Government recognises that areas looking to establish BIDs may be put off by the costs involved and has established a £500,000 loan fund to help communities who wish to create a BID overcome prohibitive initial start-up costs. Managed under contract by British BIDs, areas can apply for up to £50,000 which is repayable following a successful ballot.

# Developing your BID Proposal and being ready for Ballot

25. There are key steps to complete before a BID proposal is ready for being put to a ballot. Best practice has shown that producing a project plan or a timetable,

setting out start and finish dates for each step will be beneficial to maintaining progress. Before the establishment of a BID is put to a ballot, the BID proposer will need to:

#### Develop a BID proposal and business plan

26. The BID proposer is required to develop a BID proposal and submit this to the local authority, along with a business plan. The proposal should set out the services to be provided and the size and scope of the BID. It will also set out who is liable for the levy, the amount of levy to be collected and how it is calculated. The BID proposal is legally binding but the business plan can be changed. While it is not necessary to produce two separate documents, to do so will allow a degree of flexibility on how the proposal will be delivered.

#### Agree the services undertaken by the BID

27. BIDs are expected to offer services to their levy payers as an addition to those provided by the local authority – this is usually referred to as "Additionality". BIDs are not expected to provide services that would normally be provided by the local authority.

#### Set baseline agreements with the local authority

- 28. The majority of BIDs use Baseline Agreements to set out existing levels of service provision provided by the local authority and other public agencies, enabling a BID to demonstrate the additionality it will provide over the term of the BID. Depending on the number of baseline services outlined in the BID proposal, it can take the local authority a while to gather all the necessary information, so dialogue with the local authority should begin as soon as the BID proposer begins preparing the BID proposal.
- 29. It is important that the baseline service agreement between the BID and local authority (approved at the start of a BIDs term), is reviewed and if necessary updated regularly to reflect the services each will provide. Where a change in the baseline service results in the BID having to alter the BID arrangements, it may need to hold an alteration ballot before it can do so. Changes can be made to the arrangements without a ballot, but only where the original arrangements contain provision to this effect and only where the change would not alter the geographical boundary of the BID, increase the levy or cause anyone to pay the levy who had not previously been liable.
- 30. The Government's <u>2014 Review of BIDs</u>, highlighted how the most successful BIDs were those who have established a close and positive engagement with their local authority. However there was a mixed picture as the level of engagement between BID bodies and local authorities varies widely. The Government wants to encourage strong ongoing relationships between BID

bodies and their local authorities, to ensure each is aware of their obligations towards one another and to agree changes to baseline agreements when appropriate. Therefore the Government is consulting on whether to legislate to ensure a standard Service Level Agreement is used between BID bodies and local authorities.

#### Establish the BID body and agree the constitution

31. The proposer must establish the governance arrangements of the body responsible for delivering the BID arrangements.

#### Decide on the size of the BID area

- 32. There is no "right" size for a BID area. Each area is bespoke but it should make geographic sense to the issues being addressed by the proposed BID arrangements.
- 33. BID areas vary greatly, British BIDs National Survey 2014 reports that a typical number of hereditaments (the number of actual business levy payers/voters) ranges between 300 and 600. At the extreme end, Newcastle's NE1 BID has 1,380 hereditaments while New Addington in south London has 68 hereditaments. The key issue to bear in mind is to ensure that the scale of the proposed BID enables the affected businesses to understand its rationale and the BID's objectives.

#### Determine who pays the levy

- 34. BIDs' core funding comes from a levy on the rates bill of non-domestic ratepayers within the BID area. This levy is based on a percentage of the rateable value of each business. The BID proposal must set out who is liable for the levy (e.g. where it is to be particular classes of non-domestic ratepayers in the area), the amount of levy to be collected and how it is calculated. The BID proposal should also provide details of any relief from the BID levy that may apply and who is eligible.
- 35. A BID proposer will need to draw up a list of non-domestic businesses that will be charged the additional levy in the BID area. BID proposers should obtain the list of businesses from their local authority, which can supply non-domestic rates information for all of the hereditaments (business units liable for non-domestic rates) in the BID area. This information will also form the basis of the voter database which is used to send out ballot papers. It is essential to ensure the information is accurate for levy billing purposes and that the correct voter name for the person eligible to vote in respect of each hereditament is included, so that the correct person can vote at the ballot. Experience from existing BIDs is that this process can be time consuming and needs sufficient resources to ensure it is completed on time.

36. The local authority will manage the billing and collection of the levy and will hold the levy in a ring-fenced revenue account on behalf of the BID body. Local authorities are prohibited by legislation from making a profit out of collecting and distributing the levy and should be transparent over the cost they are charging the BID.

#### Determine the levy to be collected

- 37. Once a BID is in operation the levy is charged on all businesses within the BID area as described in the BID proposal (regardless of whether, or how, that business voted in the ballot). However, the BID proposer can determine that the levy is only to be paid by certain types of businesses in the area (for example, those businesses that would derive the most benefit from the BID arrangements) and can exempt certain types of businesses from paying the levy at all. For instance, the BID proposer can decide to put in place a minimum threshold of rateable value below which businesses are not liable for the levy to exempt smaller businesses.
- 38. Additionally, the legislation does not prescribe what levy should be charged. The majority of BIDs charge a levy rate of between 1% and 1.5% of rateable value. However this is a matter of choice for the BID proposer and should follow discussions with local businesses and the local authority. The BID proposal will need to detail the levy rate, the non-domestic ratepayers for which the BID levy is to apply, and any reliefs that will be given.

#### Collection of the levy

39. The local authority is required to manage the collection and enforcement of the BID levy. This requirement is commonly delivered in the manner agreed between the local authority and the BID proposer under an Operating Agreement. It is best practice for the BID proposer to have drawn up an Operating Agreement with the local authority to agree the terms of reference, means of enforcement and the practicalities for the collection of the BID levy, before going to ballot.

Put in place a local marketing and communications drive to engage and inform local businesses

40. To ensure all potential levy payers are informed about the intention of the BID and the benefits it will bring, an effective and ongoing promotional programme should be implemented with local businesses leading up to the ballot. This will need to recognise that different communication strategies will be necessary to engage and secure the support of national retailers, local businesses and public agencies. Local meetings, invitations to businesses to discuss the BID and targeted materials should form part of the strategy.

## **The Ballot Process**

- 41. Businesses that will be subject to the levy, (as set out in the BID proposal), vote in a postal ballot. The ballot is managed by the local authority (or someone appointed by it) and determines whether the scheme goes ahead. A successful vote is one that has a simple majority both in votes cast and in the rateable value of votes cast. Each business entitled to vote in a BID ballot is allowed one vote in respect of each property occupied or (if unoccupied) owned by them in the geographical area of the BID.
- 42. There are important dates in the ballot process. Legislation requires the BID proposer to send notice of their intention to put the proposals to a ballot to both the Secretary of State and the local authority at least 84 days before formally asking the ballot holder (the local authority) to arrange a ballot. The ballot holder must ensure a notice of ballot is published at least 42 days prior to the day of the ballot (which is the last day on which ballot papers can be returned).
- 43. The local authority is responsible for drawing up the final list of voters. They will use the list prepared by the BID proposer, having validated a proportion of the entries to ensure their accuracy. As well as the ballot paper, the ballot holder must send a ballot statement which is an impartial and factual document providing an explanation of BID arrangements and the ballot procedures. Papers must be sent to voters at least 28 days before the last day of the ballot.
- 44. The certified outcome of the ballot should be published as soon as practicable after the result is known. The Regulations do not currently prescribe the manner of publication or the period for which it should remain in the public domain. Best practice has shown that, in addition to to the ballot holder giving public notice of the outcome, the BID proposer should look to exploit all media and social media options. They should ensure that all businesses on the ballot voter list are made aware of the outcome as soon as possible.
- 45. The <u>2014 Review of BIDs</u> highlighted that there was inconsistency in the publication of results. The Government is therefore consulting on measures to enhance the notification process, to ensure all business are aware of the result of the ballot.

#### Vetos and Appeals

- 46. The local authority can veto the BID arrangements within 14 working days from the ballot. To do this, it needs to be satisfied that the arrangements;
  - are likely to conflict to a significant extent with an existing policy; or

- place a significant financial burden on any individual or class of ratepayers because of manipulation of the area or the structure of the levy
- 47. Additionally, if it appears that a significant breach of the rules has occurred during the ballot process a request to declare the ballot void may be submitted by the objector, to the Secretary of State for Communities and Local Government within 28 days of the result of the ballot being published. The Secretary of State cannot consider the nature or merits of the BID or BID policy. His role is constrained to focus only on whether there were any material irregularities during the ballot process.
- 48. Further details on the appeal process are in the Annex to this Guidance.

## Be ready to launch the BID following a successful ballot

49. A BID proposer should not commit funding until they are sure of the outcome of the ballot. Nevertheless there may be a period of time between a successful ballot and collecting the levy from businesses, where the BID proposer is able to make sure that preparations are in place to quickly take forward the work of the BID.

Issues to consider include:

putting in place the necessary governance arrangements,

- 50. It is important that the BID body has good governance in place the activities of the BID body will be scrutinised by the levy payers who fund the BID. In particular the BID will need to ensure the arrangements relating to membership of the BID body, Board elections and annual reporting mechanisms are completed. It is also important that the selection of the Board is carefully considered; unless the BID body is a company, the Directors will be financially and legally responsible for all that is done in the name of the BID.
- 51. Where a company structure is chosen, the correct procedures for setting up and operating the company must be followed. If the BID body is being set up as a company limited by guarantee, the final list of Board members and the Memoranda and Articles of Association plus the appropriate fees will have to be submitted to Companies' House as part of the Incorporation process, within the statutory deadlines for this process. More information at <a href="http://www.companieshouse.gov.uk/">http://www.companieshouse.gov.uk/</a>
- 52. There are numerous examples for Memoranda and Articles of Association on the internet which can be used as a template. The BID body will need to ensure that the terms and conditions allow sufficient flexibility for the organisation to change if necessary.

#### Transparency and Accountability

- 53. A BID should be open and accountable to its levy payers. The use of social media, an up-to-date website, news releases, newsletters to levy payers, regular meetings and producing annual accounts, are some of the ways to ensure that the work of the BID is open and available for scrutiny by its levy payers.
- 54. The <u>2014 Review of BIDs</u> demonstrated that there was an appetite from both BID bodies and other partners, to be clearer about the transparency and accountability expected from BID bodies. The Government is consulting in Spring 2015 on the best ways to ensure that all BIDs are open to scrutiny from the levy payers, local authorities and the communities in which they operate.

marketing and promoting the establishment and activity of the BID

55. A BID needs to have a communications plan so that it is clear how it will communicate what it is achieving – it is really important for the BID body to ensure that it promotes its actions so the levy payers and the community can see what is being achieved from the beginning. The levy payers will want to see a real difference in their area as a result of the money they are contributing towards the BID.

having a delivery plan and performance appraisal in place

- 56. There will be a gap between a successful ballot and the collection of levy receipts. This period can be used to ensure there is a delivery plan and that it is kept up to date, because once operational it will become harder to make major changes.
- 57. The delivery plan is usually a brief guide or 'to do' list of what you intend to deliver. It should identify <a href="https://example.com/short/medium/long-term-objectives">https://example.com/short/medium/long-term-objectives</a> for the successful delivery of projects and associated resources and finances. The delivery plan can also include <a href="https://example.com/short/key performance-indicators">key performance-indicators</a>. It is advisable to start very early on developing measurements for your BID. It will demonstrate the value of the BID to the levy payer; and for the BID body, it will allow a critical analysis of what is working and where improvements can be made.

recruiting of staff and the setting up of an office,

58. To deliver the BID programme it is very likely that staff will need to be employed or sub-contracted and a suitable office space found.

Taking out insurances, opening a bank account and registering for VAT

59. The BID body is advised to take out Public Liability, Employee Liability and Directors and Officers Insurances. Seek independent advice on this matter.

- 60. A business bank account is essential. Opening a bank account takes time, as you will need every member of your Board to complete a declaration form and signatories for the account will identification confirmation.
- 61. The BID body is likely to have a turn-over above the VAT registration threshold. It will be necessary to register with HMRC for VAT registration. This can be done via the HMRC website. Where the BID body is established as a Company and once the Company is registered and has a VAT registration number it will be able to recover VAT incurred on expenditure made by the business, but the business will also be obliged to collect VAT on behalf of HMRC. Full details are available on the HMRC website: <a href="http://www.hmrc.gov.uk/vat/start/introduction.htm">http://www.hmrc.gov.uk/vat/start/introduction.htm</a>

### Recent developments

Property Owner BIDs
Government review of BIDs 2014
Consultation

## **Legislative Framework**

62. The legislative framework governing BIDs is contained in Part 4 of Local Government Act 2003, the Business Improvement Districts (England) Regulations 2004 (S.I. 2004/2443) (as amended by S.I. 2013/2265 and S.I. 2014/3199) and, for property owner BIDs, the Business Rate Supplements Act 2009 and the Business Improvement Districts (Property Owners) (England) Regulations 2014 (S.I. 2014/3204).

http://www.legislation.gov.uk/ukpga/2003/26/contents

http://www.legislation.gov.uk/uksi/2004/2443/contents/made

http://www.legislation.gov.uk/uksi/2014/3199/contents/made

http://www.legislation.gov.uk/uksi/2013/2265/contents/made

http://www.legislation.gov.uk/ukpga/2009/7/contents

http://www.legislation.gov.uk/uksi/2014/3204/contents/made

## **Help and Further Advice**

The following membership organisations offer advice and deal with many issues surrounding the operation and implementation of BIDs.

ATCM (Association of Town and City Management)

32-36 Loman Street, London, SE1 0EH

Telephone: (0)300 330 0980

E-mail: info@atcm.org

Website: https://www.atcm.org/programmes/uk bids/welcometoukbids

#### **British BIDs**

Luminous House, 300 South Row, Milton Keynes, MK9 2FR

Telephone: 0845 112 0118
E-mail: <a href="mailto:contact@britishbids.info">contact@britishbids.info</a>
Website: <a href="mailto:http://www.britishbids.info/">http://www.britishbids.info/</a>

#### **Advice for Local Authorities**

DCLG and British BIDs have produced a Technical Guide for local authorities focusing on the core roles and responsibilities that a local authority is required to undertake in relation to a BID. This can be found at: xxxxx

#### **Contacting DCLG**

#### For enquiries on BIDs appeals and statutory notifications please contact:

Department for Communities and Local Government Business Rates and Settlement Division 2<sup>nd</sup> Floor Fry Building 2 Marsham Street London SW1P 4DF

#### For all other enquiries or general information about BIDs, please contact

Department for Communities and Local Government High Streets, Town Centres and Coastal Division 3rd Floor Fry Building 2 Marsham Street London SW1P 4DF

General enquiries: please use this number if you are a member of the public 030 3444 0000

## Annex

## **Appeals and Complaints**

- Legislation allows for appeals to be made against the establishment of a Business Improvement District. The Secretary of State for Communities and Local Government can only consider an appeal if it appears that material irregularities have occurred during the ballot process.
- 2. The Secretary of State cannot consider questions surrounding the nature or merit of the Business Improvement District or Business Improvement District policy.

## **Material irregularity**

- 3. This is defined in regulations as:
  - (a) a contravention of any requirement in the regulations which, in the Secretary of State's opinion, means that it is likely that voting in the ballot or renewal ballot has been affected to a significant extent
  - (b) persons other than those that are entitled to vote have voted in the ballot or renewal ballot and, in the Secretary of State's opinion, it is likely that the result has been affected to a significant extent
  - (c) persons entitled to vote have been prevented from voting or hindered from voting freely in accordance with their own opinion and, in the Secretary of State's opinion, it is likely that this has affected the result of the ballot or renewal ballot to a significant extent

## Valid appeals

- 4. A request must be made in writing to the Secretary of State within 28 days of the result of the ballot being published and can only be made by the Business Improvement District proposer, the Business Improvement District Company, at least 5% of the number of persons entitled to vote in the Business Improvement District ballot or the relevant local authority.
- 5. The Secretary of State must ensure the request is valid. Evidence should be submitted that a material irregularity, within the definition set out above, occurred in the ballot process.

6. If the request is made by 5% of those entitled to vote, the evidence should include a list of names of all the persons submitting the request along with supporting signatures. Without this evidence the Secretary of State will be unable to consider the request.

### The process

- 7. On receipt of a valid appeal, the Secretary of State will notify the person that submitted the appeal and (if different), the relevant local authority and the Business Improvement District body, in writing that he has received a request and send a copy of this to each of them.
- 8. Each party will be given 28 days to provide a written response. These will be copied to the other parties involved and a further 14 days will be given. Once all responses have been received they will be considered and the Secretary of State will write to all parties with his decision. If he considers a material irregularity has occurred, he may declare the ballot void and the relevant local authority will be required to arrange a re-ballot.
- 9. The result of the ballot will be valid unless and until the Secretary of State declares the ballot void. This means that if the commencement date of the Business Improvement District arrangements (which must be set out in the proposals) occurs before the appeal has been determined; the levy may be collected and held by the local authority.
- It is for the local authority to decide whether they will pass the levy to the Business Improvement District body or hold it in the revenue account in these circumstances.

Appeals should be sent in writing marked 'BID Appeal' to:

The Secretary of State c/o Business Rates and Settlement Department for Communities and Local Government 2nd Floor, Fry Building 2 Marsham Street London SW1P 4DF

Or via e-mail: NDR@communities.gsi.gov.uk

# What if I am unhappy with a Business Improvement District?

- 11. The Secretary of State has no formal supervisory role. The development and operational arrangements of a Business Improvement District are therefore a matter for the relevant local authority or Business Improvement District proposer.
- 12. Any complaint about the activities of the Business Improvement District proposer/company or the local authority should be taken up with them first. If necessary a complaint against the local authority can be pursued by contacting the Local Government Ombudsman at:

The Local Government Ombudsman PO Box 4771 Coventry CV4 0EH

Or in the following link if the Business Improvement District body is a <u>limited</u> <u>company</u>.