

29 January 2020  
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**To: Members and Officers of  
The City of Preston Town Fund Board**

Dear Sir/Madam

**City of Preston Town Fund Board - 31 January 2020**

You are requested to attend a meeting of the City of Preston Town Fund Board to be held on Friday, 31st January, 2020 at 11.30 am in the Boardroom, First Floor, Town Hall, Preston.

The Agenda for the meeting is set out overleaf.

Yours faithfully

*Ally Brown*

**Director of Corporate Services**

**City of Preston Town Fund Board**  
**Friday, 31 January 2020**

**AGENDA**

1. **Welcome and Introductions**

To be lead by the Chair and Leader of the Council, Councillor M Brown

2. **Inception Report** (Pages 1 - 36)

Report enclosed.

3. **Towns Fund in Context** (Pages 37 - 40)

Report enclosed.

4. **Investment Plan** (Pages 41 - 44)

Report enclosed.

**WORKING LUNCH**

5. **City Centre Development**

A presentation by John Crellin, Head of City Development, Preston City Council

6. **Any Other Business**

7. **Date of Next Meeting**

## City of Preston Town Deal Board

31 January 2020

## Inception Report

**1. Summary**

- 1.1 In September 2019 the government invited places to develop proposals for a Town Deal, as part of the £3.6 billion Towns Fund. In November the government issued a prospectus setting out how places can prepare for a Town Deal and provided confirmation of the capacity funding being made available. Preston is one of the 101 places invited to develop a Town Deal proposal. In December 2019 Preston City Council confirmed to government its intention to establish the City of Town Deal Board (as a sub-group of the established Preston Partnership Preston) to oversee the preparation and implementation of an investment plan to form the basis of a negotiated deal with Government. This report provides a summary of the information available to date and sets out proposed terms of reference for the City of Preston Town Deal Board.

**2. Decision Required**

- 2.1 The Town Deal Board is recommended to
- 2.1.2 Approve the Terms of Reference set out in this report; and
- 2.1.3 To note the contents of this report.

**3. Information**

- 3.1 Government have established the Towns Fund to drive economic regeneration of towns to deliver long term economic and productivity growth. A £3.6bn Towns Fund has been established however guidance on draw down of the fund has not been published.
- 3.2 Government have published a prospectus, attached at Appendix A, which sets out the sorts of interventions, programmes and projects which they would expect to be considered based on broad themes of urban regeneration, skills and enterprise and connectivity, examples include:
- (i) **Urban regeneration** - planning and land use – land acquisition, cultural assets, redevelopment of vacant sites, development pipeline
  - (ii) **Skills and enterprise** – working with local skills hub, investment in education facilities, additional support to access education and apprenticeships
  - (iii) **Connectivity** - active travel, better bus links, digital connectivity

The prospectus states that the intention is to “give towns the tools to design and deliver a growth strategy for their area”.

3.3 The prospectus sets out a 2 stage process:

**Stage 1** – providing capacity support to places to put in place a Towns Fund Board, vision and Town Investment Plans in place in order to move to the next stage of agreeing a deal; and

**Stage 2** - places to use their locally-owned Town Investment Plan to put together a business case to apply for funding for interventions as part of an agreed Town Deal.

3.4 As part of Stage 1, Government have made a s31 grant of £173,029 to the City Council, as lead Council, towards costs of the preparatory stage and to support the convening of stakeholders, community engagement, research and development of proposals. A report on the capacity funding appears elsewhere on this agenda.

3.5 No detail has been published on Stage 2. While the prospectus states that “investment of up to £25 million in each place” will be made available there is no guidance yet as to how this will be drawn down. It is expected that the funding could be predominantly for capital schemes and be drawn down on a case by case basis based on a detailed evidenced based business case to demonstrate, for example, a strong benefit cost ratio, private sector match funding, delivery against the Towns Fund vision, robust delivery plans and value for money for the public purse. The City Council will be required to act as the Accountable Body for any investment funds.

3.6 Government set the Towns Fund boundary for Preston which is the BUASD (built up area sub definition) as defined by the Office for National Statistics. Government advised that amendments to the boundary needed to be approved by government. The boundary included Lower Penwortham which is in South Ribble’s, not Preston Council’s, administrative area and the City Council have sought approval to remove this area.

3.7 A condition of the capacity funding, and future potential funding was the establishment of a Towns Fund Board. Nolan principles apply to governance, the Board and Board members; the 7 principles are:

**1. Selflessness**

Holders of public office should act solely in terms of the public interest.

**2. Integrity**

Holders of public office must avoid placing themselves under any obligation to people or organisations that might try inappropriately to influence them in their work. They should not act or take decisions in order to gain financial or other material benefits for themselves, their family, or their friends. They must declare and resolve any interests and relationships.

**3. Objectivity**

Holders of public office must act and take decisions impartially, fairly and on merit, using the best evidence and without discrimination or bias.

**4. Accountability**

Holders of public office are accountable to the public for their decisions and actions and must submit themselves to the scrutiny necessary to ensure this.

**5. Openness**

Holders of public office should act and take decisions in an open and transparent manner. Information should not be withheld from the public unless there are clear and lawful reasons for so doing.

**6. Honesty**

Holders of public office should be truthful.

**7. Leadership**

Holders of public office should exhibit these principles in their own behaviour. They should actively promote and robustly support the principles and be willing to challenge poor behaviour wherever it occurs.

3.8 The Board membership is set out in the Terms of Reference. The prospectus and guidance dictates to a certain degree the organisations which must be represented on this Board. It is proposed that the Board remains open to further member nominations.

3.9 The three core roles of this Board are to:

- (i) Develop and agree evidenced based Town Investment Plan;
- (ii) Develop clear programme of interventions; and
- (iii) Coordinate resources and influence stakeholders

3.10 This Board will oversee the development of Town Investment Plan (TIP) by Summer 2020. This Board and TIP will inform the second stage of agreeing a Town Deal. The prospectus states that agreeing the Town Deal will be “dependent on government receiving high quality proposals that meet the objective of the fund”. As set out in 3.4 of this report government have not published guidance on this stage. The prospectus states the theTIP will:

- (i) demonstrate growth sectors – where these businesses are growing and significant in the town economy, local leaders should support them to grow further and invest into the workforce
- (ii) be well evidenced, setting out a clear understanding of the area, assets, opportunities and challenges;
- (iii) set out investment priorities, and be aligned with other local, sub regional, regional and national plans;

- (iv) evidence that strategic investment priorities will deliver good value for money
- (v) not require sign off from government but will form the basis of Town Deal negotiation.

3.11 The prospectus is clear that communication, consultation and stakeholder engagement will be important activities which should underpin the Town Investment Plan and any negotiated Town Deal. A positive Town Fund campaign will need to be developed which will utilise relevant press, website and social media opportunities to actively engage with the national #MyTown campaign and support the Towns Fund initiative for the City. It is envisaged that the campaign will primarily be promoted digitally. The communications and engagement plan will include:

- Partner co-ordination
- Social media campaign
- Website landing page & documents
- E-newsletter

The target audiences is broad and will include:

- Residents
- Local businesses
- Councillors
- Students
- Potential investors
- Skills providers and networks

It is proposed that an external agency is appointed to support the Board to deliver this activity and further detail is set out in ITEM 4 on this agenda.

3.12 Terms of Reference for the Board have been drawn up and are set out in Appendix 2. The Board are recommended to consider and approve these Terms of Reference.



Ministry of Housing,  
Communities &  
Local Government

# Towns Fund

Prospectus





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November 2019



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# Ministerial Foreword

Our country is home to some of the world's most innovative businesses, greatest universities, scientists and entrepreneurs and one of the most dynamic, business-friendly economies in Europe.

Unemployment stands at a 44-year low and, as we prepare to seize all of the economic opportunities that come with our departure from the European Union, we know that a bright and prosperous future lies ahead for the whole of the United Kingdom. However, for too long, the benefits of this unprecedented growth in many of our world-renowned cities has not been felt as strongly by communities in our towns and rural areas.

That's why the Prime Minister and I launched the £3.6bn Towns Fund to unleash the full economic potential of over 100 places and level up communities throughout the country.

We are working with local people to agree proposals for a significant investment of up to £25 million in each place.

This funding will help to increase economic growth with a focus on regeneration, improved transport, better broadband connectivity, skills and culture.

The private sector has an integral role to play in making these Town Deals a success – driving investment and value for money and ensuring that funding delivers the jobs, businesses and homes our towns need to thrive for generations to come. That's why we are asking that a Board be established for each Town Deal and for that Board be led by a representative of the local business community.

We want to help towns come forward with plans that support our strategies to help rebalance the national economy and level up our regions through the Northern Powerhouse, Midlands Engine and Oxford-Cambridge Arc.

This prospectus provides practical guidance and advice to help communities, businesses and local leaders develop their own ambitious proposals for growth while drawing on successful examples from towns who have spurred long-term investment and regeneration in their areas.

I'm excited to see what entrepreneurial and creative plans communities bring forward over the coming months as we realise a new era of growth and prosperity for every part of our country.



Local Government Secretary Rt Hon Robert Jenrick MP

# 1 Levelling up our towns

## Background

- 1.1 Towns are home to some of our key businesses and employers, they host our world leading universities and are where the majority of the population live<sup>1</sup>. They serve as important centres to their surrounding areas, with shopping and leisure facilities and other services drawing in people from villages and rural areas.
- 1.2 Successive Governments have often focused on cities as engines of economic growth. City Deals gave local leaders new powers and resources to address constraints on growth in their economies – an approach since emulated around the world. City regions were further strengthened through the creation of Metro Mayors, who have brought together local government and businesses to define a collective vision and attract global inward investment.
- 1.3 Struggling towns do not always have the fundamental building blocks of a strong local economy in place. The evidence shows they can face some significant challenges: an ageing population without the skills necessary to attract new firms<sup>2</sup>; fewer people going on to and returning from higher education, fewer economic opportunities in the surrounding region; and less direct foreign investment than in cities<sup>3</sup>. Growth is held back where this is compounded by poor transport and digital connectivity.
- 1.4 Through the Towns Fund we will work with more places to address growth constraints.
- 1.5 While some towns have prospered through their links to growing cities<sup>4</sup>, generally residential towns – including commuter towns – have seen declining populations. For those still living in shrinking towns, social mobility often falters, even when compared to the most deprived communities in cities<sup>5</sup>. Where this is accompanied by declining quality of employment opportunities that can be accessed in towns, it can lead to feelings of being ‘left-behind’. In addition, the decline in retail offer and business closures often leaves a very visible mark on town centres and the wider built environment.
- 1.6 Without a strong economy, leisure facilities, which bring people together and contribute to the quality of life, have been closing in recent times<sup>6</sup>. It is crucial to grow the economy of towns to bring back these facilities back, and drive improvements in living standards.

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<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/articles/understandingtownsinenglandandwales/anintroduction>

<https://commonslibrary.parliament.uk/insights/trends-and-inequalities-in-cities-towns-and-villages/>

<https://www.ey.com/uk/en/newsroom/news-releases/18-11-27-uks-largest-towns-and-cities-lure-international-investors-whilest-rest-of-the-country-gets-left-behind-brexits-calls-for-a-new-approach>

<https://www.centreforcities.org/reader/talk-of-the-town/direct-links-cities-towns/>

<https://www.gov.uk/government/publications/state-of-the-nation-2016>

<https://localtrust.org.uk/insights/research/left-behind-understanding-communities-on-the-edge/>



## Creating a sustainable future for towns

- 1.7 We know that each town will have different assets, and a unique path to prosperity. While there are many factors that determine the strength of the economy, growth ultimately depends on the success of businesses in the town and wider region. ♦ Through the Towns Fund we're giving 101 towns the tools to design and deliver a growth strategy for their area.
- 1.8 Some businesses make long-term investments in a place or depend on the location of towns for success in the wider economy. These firms might need access to the natural environment e.g. access to the coast for an offshore wind energy business; low cost floor space e.g. logistics and manufacturing; or are tied to a particular place through historic investment in infrastructure and capital assets e.g. ports, heavy manufacturing equipment.
- 1.9 Where these businesses are growing and significant in the town economy, local leaders should support them to grow further and invest into the workforce. By engaging with their supply chains, towns can diversify the economy and bring new opportunities to the area. For instance, car manufacturers depend on a supply chain of smaller manufacturers and professional services that can be supported to sell into new international markets. Transport connectivity to larger urban areas and regional economic assets (e.g. ports, manufacturers) can be strong in these towns and should be capitalised on by ensuring that there is good local connectivity (e.g. through improving access to a railway station) to deliver opportunities for all.
- 1.10 These interventions are equally appropriate for towns whose main function is to provide services, including from the public sector, to smaller towns and villages in the wider region. This is often the case in rural areas, where towns serve as hubs for the wider economy. A major hospital in a town like this could provide opportunities to boost the local supply chain, and then diversify those businesses into new markets.
- 1.11 In some towns, these businesses are declining or have closed. However, there are opportunities for the local workforce to re-train to access new jobs. Investments in social infrastructure – town centres, community spaces, schools, libraries – can create spaces for people to meet and deliver projects that build on a spirit of pride that is often strong in towns, and will give a strong foundation to develop skills and health. Local leaders should then work with the significant employers and education providers in the wider region to unlock new opportunities.
- 1.12 Businesses in other sectors (e.g. creative industries, professional services, tourism) are more mobile and can be drawn to the heritage and cultural offer in towns, as well as their connectivity to larger urban areas. Understanding what attracts these firms, and the wider link between amenity value and economic development will be key, such as the quality of town centres, the culture on offer<sup>7</sup> and access to quality green space which can improve health and wellbeing.

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<sup>7</sup> Parker, C., N. Ntounis, S. Quinn and S. Millington (2017), Identifying factors that influence vitality and viability

- 1.13 Substantial investment will be required to attract these types of business where they are not present, even if historically they have made a significant contribution to the local economy. In this context, local leaders should both build the skills of local people and make the place work for them, and take a strategic and long-term approach to attract new high value firms.
- 1.14 By harnessing a diverse range of perspectives – business, philanthropists, investors, universities, colleges, communities and civil society, as well as local authorities – towns can understand their assets, and, crucially, ensure they are all playing their part in growing the economy.
- 1.15 We know that coming together helps drive economic growth and capture imaginations and opportunities. This has been demonstrated through the success of the Northern Powerhouse, Midlands Engine and Ox-Cam Arc.
- 1.16 With the right support from government and strong local and community leadership, our country's towns can unlock their full potential; helping to raise living standards and productivity across the country.

## Town Deals

- 1.17 Through the £3.6bn Towns Fund, we have announced 101 towns we will work with toward a Town Deal, building on the learning of the Greater Grimsby Town Deal.
- 1.18 We know that substantial public investment is already flowing into towns and the regions in which they are located. Aligning this investment alongside the activity of business, investors, education providers and civil society will further improve the ability of towns to realise their growth ambitions.
- 1.19 We will work with places to identify opportunities to align or rationalise public investment around key local priorities, as part of agreeing a Town Deal. Where possible, there may also be commitments by government or its agencies to work with the town more closely.
- 1.20 Bringing in private investment will be key to sustainably growing town economies. The Towns Fund will allow towns to address some of the key investment criteria identified by overseas investors as important when considering investing in regional locations, including transport, skills, real estate availability and local business support. Investors are also attracted to projects with strong local alignment, as well as the support of government as a whole. Town Deals will play an important role in giving investors the confidence to back projects, ensuring all communities can prosper.
- 1.21 This Prospectus sets out the first stage of agreeing a Town Deal. This will operate as a two-stage process. We will provide further guidance on the Stage 2 in due course.

**Stage 1:** providing capacity support to places to put the structures and vision in place in order to move to the next stage of agreeing a deal

**Stage 2:** places to use their locally-owned Town Investment Plan to put together a business case to apply for funding for interventions

### The Towns Fund

1.22 The Towns Fund will provide the core public investment in Town Deals – additional funding may come from other sources or parts of government. The objective of the Fund is to drive the economic regeneration of towns to deliver long term economic and productivity growth through:

- **Urban regeneration, planning and land use:** ensuring towns are thriving places for people to live and work, including by: increasing density in town centres; strengthening local economic assets including local cultural assets; site acquisition, remediation, preparation, regeneration; and making full use of planning tools to bring strategic direction and change.
- **Skills and enterprise infrastructure:** driving private sector investment and ensuring towns have the space to support skills and small business development.
- **Connectivity:** developing local transport schemes that complement regional and national networks, as well as supporting the delivery of improved digital connectivity

### Urban regeneration, planning and land use

1.23 Perception of place is an important ‘pull’ factor in business location decisions and can affect a place’s capacity to attract and retain workers. Many towns already have a strong heritage and sense of place, and benefit from their cultural and civic assets which may make places more attractive to live, work, visit and invest in.

1.24 Investing in these cultural assets as part of an integrated regeneration strategy can rejuvenate places, leading to positive economic outcomes at a local level through helping to retain a highly skilled workforce, and attracting tourists who will bolster local businesses.

1.25 In post-industrial towns, there will likely also be opportunities to redevelop vacant sites for new business and leisure uses. By aligning this with other complementary investment, including transport, local leaders can ensure these developments support the economy into the future, and create wider strategic benefits. For example, agglomeration effects can occur when urban areas are dense and provide space for a mixture of uses, including housing.

1.26 Towns should explore strategies for bringing forward town centre regeneration, including making best use of brownfield sites or surplus land owned by central or local government. Having such a strategy in place will allow places to acquire strategic sites when opportunities arise and make use of them as part of long-term regeneration plans. Towns should work with public land owners and other land owners to identify and unlock land across the town and its periphery, creating a future land supply that will sustain the town’s development. All development should



be cognisant of flood risk and coastal erosion where relevant.



1 Bolton Town Centre

**Case example: attracting private investment to the development of Bolton Town Centre**

Private investment can unlock growth plans that are beyond the scope of public investment. Bolton town centre's regeneration masterplan is an ambitious vision that has identified key areas for investment in the town centre, building on the town's successes in retail, tourism, office space and housing, and identifying areas for intervention that will expand and develop the town's assets.

Through Invest in Bolton, which was developed in collaboration with the Department for International Trade and the Greater Manchester Growth Company, the local authority has actively sought private investment of up to £1 billion, building on the £100 million committed by Bolton Council to kickstart the regeneration.

Though a 15-year plan, the quality of vision laid out in the masterplan, and the commitment the Council has made to regeneration means that investment has already begun to flow into the town centre, and a number of key sites for development are in discussion to be brought forward. The investment will ensure the town centre is fit for the future and can provide the right environment for shops and offices to prosper.

Source: <http://www.investinbolton.com/why-invest/>



**Case example: modernising historic assets to drive local growth**

Historic England's cross Pennine project focused on the economic potential of vacant historic textiles mills. 20 target mills were identified and options explored to make them viable investments and ensure that wider regeneration benefits are captured. The project concluded that across West Yorkshire and the North West there is 3m sqm of untapped space which could provide 35,000 homes, 200,000 jobs, £9 billion GVA and £23 million per annum in business rates.

Sunny Bank Mills, Farsley, Leeds was a major employer for more than a century, it closed in 2008 and the owners, took an incremental approach to regeneration, establishing an employment centre and creating quality commercial space.

The individual character of the buildings and the site's history make it unique and appealing. It is now home to over 70 businesses including designers, textile artists and a children's play gym, providing 300 jobs overall. It also accommodates a café, art gallery and shop, and hosts an annual community festival, drawing thousands of visitors every year.

Source:

<https://assets.publishing.service.gov.uk/government/uploads/system/uploads/att>



2 Sunny Bank Mills, Farsley, Leeds

## Skills and enterprise infrastructure

- 1.27 We have one of the most successful labour markets in the world with the employment rate at a near historical high. But we still face challenges in meeting business need for skills and these challenges can be especially acute in towns. Furthermore, in many post-industrial towns, office space and other employment land is affordable, but is not always well connected to workers or attractive to business.
- 1.28 Universities, colleges and other skills providers already often play a significant role in many local communities and collaborating with local businesses on skills and economic development, but we need to build on this. Collaboration between businesses (large and small) and education providers is important to deliver a more highly skilled workforce. This could be achieved, for example, through investment in buildings that provide both office space and also areas to deliver training. Improving business support facilities may also open up opportunities for local partners, government agencies and the private sector to collaborate more effectively in delivering business support, trade and investment advice.
- 1.29 Addressing the skills that local employers need is essential. Further education providers have the flexibility to deliver the skills provision most relevant to their local areas. In addition, government and local places (through Local Enterprise Partnerships and Mayoral Combined Authorities) have established Skills Advisory Panels and, in some areas, Local Digital Skills Partnerships, to bring together local employers, education providers and other key players to further build an understanding of local labour market and skills needs. Town Investment Plans should use this evidence to identify challenges that local people face and coordinate strategies for how people can be supported locally to meet labour market needs in a way that complements existing skills initiatives and funding streams.
- 1.30 We recognise it is important to ensure everyone has access to high quality education and skills provision in order to reach their potential. Government and places are working together to help create a world leading technical offer including through T-Levels, Apprenticeships and Institutes of Technology. For some towns, investment in education facilities can attract new people to develop their skills. Equally, getting local people qualified to level 3, and build skills around English, maths and digital will help people to access and progress in work.
- 1.31 Places should also consider how they might provide additional support to young people to help them access traineeships or apprenticeships so that they can access and progress in work, especially for those young people at risk of leaving schools and being NEET (not in education or employment or training).

### **Case example: connecting employers with education providers in the Black Country**

The Black Country Skills Factory is an employer-led education and training collaboration which aims to address the shortfall of skills in the Black Country and increase the pipeline of suitably skilled staff to respond to growth. It has been a highly successful project in addressing skills shortages in the advanced manufacturing sector.

The aspiration is to fundamentally shift the relationship between employers and education providers to develop a networked approach to skills delivery: one that is needs-driven by industry demand for skills while also meeting general best practice standards.

Training and education courses are co-developed and co-delivered using shared facilities and industry trainers. This results in the provision of bite-sized skills training courses which fit the current and future needs of highly technical industries. The initial funding for training courses has now come to an end, with new funding being explored. Early findings show that the courses had a significant impact on Black Country businesses and their workforces.



### **Case example: supporting science intensive firms in Harlow**

In 2015, Harlow Council acquired 10 hectares in Harlow to create a collaborative, progressive sci-tech community. The community will provide spaces for start-ups to grow alongside larger, more established firms.

The development is located within the UK Innovation Corridor, an area which already has a global reputation for excellence in scientific research. Harlow Council is working in partnership with Vinci Developments, one of the UK's largest construction companies, and Anglia Ruskin University to create a public health science campus, bringing together research, innovation and manufacturing.

A second development phase was announced in June 2019 for a range of mid-tech units combining office, research and manufacturing and assembly space, with funding of £7.2 million approved for the development. The facility will support small businesses in the area and bring new employment to the local population.

Source: <http://harlowez.org.uk>

**Case example: bringing education and skills providers together to boost essential life skills**

The Opportunity Area programme established a partnership of education and skills providers in Doncaster, which found that there was a gap in provision for children dealing with multiple disadvantage and vulnerability.

Combining local funding pots with £1m of additional investment from the Department for Education, an Essential Life Skills programme was put in place to develop non-cognitive skills in children, such as confidence, resilience and punctuality.

Source:

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/753695/DFE\\_-\\_Opportunity\\_Areas-One\\_Year\\_On\\_.PDF](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/753695/DFE_-_Opportunity_Areas-One_Year_On_.PDF)

**Connectivity**

- 1.32 High quality and well-designed infrastructure is critical to supporting local economies and sustainably improving living standards. Whether through improving the speed and reliability of transport connectivity or ensuring internet speeds are fit for the needs of businesses, infrastructure investment will be key to spreading prosperity in towns.
- 1.33 In many towns, there is a disconnection between where people live, and where jobs and leisure can be found<sup>8</sup>. For towns close to larger urban areas, strengthening transport within the town to regional transport links (e.g. through a bus network) will open up new opportunities for people in the area. All road-based investments should now include provision for bus priority and cycling, unless this can be shown to be inappropriate. Active travel schemes such as new cycle and walking paths, for example, those prioritised in Local Authority's Local Cycling and Walking Infrastructure Plans (LCWIPs), could have the added benefit of supporting the health of the population, as well as contributing to the net zero greenhouse gas emissions target.
- 1.34 While broadband access and speeds are increasing, we need to reduce the barriers to deployment of new gigabit-capable connectivity, including 5G and fibre connectivity to support our businesses to compete globally. For some firms (e.g. the creative industries or the area's start-up community) reliable digital infrastructure is a key determinant of their location of their jobs, and so digital infrastructure could underpin a new wave of entrepreneurialism to take root in our towns and cities. The deployment of digital, place-based infrastructure requires different local authority teams, for example highways, planning, estates, to buy into a single, cohesive vision for the area. Further support for local authorities can be found in the Digital Connectivity Portal<sup>9</sup>.

<sup>8</sup> [http://shura.shu.ac.uk/24128/1/tackling\\_transport-related\\_barriers\\_low-income\\_neighbourhoods.pdf](http://shura.shu.ac.uk/24128/1/tackling_transport-related_barriers_low-income_neighbourhoods.pdf)

<sup>9</sup> <https://www.gov.uk/guidance/digital-connectivity-portal>



### **Case example: strengthening transport links between towns and cities**

Some towns suffer from disconnection to larger urban areas. Where there are transport links in place, towns should make the most of them by improving access from within the town.

For example, a project to improve cycling and walking access at Dewsbury and Huddersfield rail stations through information displays, safety measures and other enhancements was awarded £1.9 million through the Transforming Cities Fund, allowing more passengers to benefit from regional rail connections.

Towns can also help to strengthen transport networks in city regions, including through developing connections to other towns.

Sheffield City Region was awarded £4.2 million in March 2019, to take forward a suite of active travel measures that will better connect towns and villages across South Yorkshire. This includes plans for improved cycle and pedestrian routes connecting Doncaster's town centre, railway station, smaller towns such as Conisbrough and Thorne, and the new growth opportunities at Doncaster iPort; plus a new cycle route from Rotherham town centre that will help establish a sustainable transport link for around 2,400 new homes at the Bassingthorpe Farm site, beyond the town.



3 the Sheffield Rotherham tram-train trial

Photo © Andrew Tryon (cc-by-sa/2.0)

**Case example: using transport infrastructure to give businesses a digital boost in Cambridgeshire**

Towns have levers available to them to bring forward the digital revolution. In Cambridgeshire, a new 'Dig Once' policy has been put in place whereby all new major infrastructure projects (roads, cycleways, busways) must now include ducting to enable the fast and efficient installation of fibre.

Wider use of the assets is enabled by virtue of a new joint venture company between Cambridgeshire County Council and the University of Cambridge, Light Blue Fibre Ltd, which is licenced to make all new and existing duct and dark fibre assets commercially available on a wholesale basis ([www.lightbluefibre.co.uk](http://www.lightbluefibre.co.uk)).

Alongside investment in digital connectivity for public sector buildings from which nearby firms can benefit, the scheme is bringing fast digital connectivity to businesses in the area, unlocking new growth opportunities.



**Case example: opening access to retail in Telford**

Retail and leisure businesses are often held back by poor access to the wider area. Addressing this can be complex when working with dense, built up areas, but we know that these schemes create a better, and more sustainable, foundation for local firms than out of town alternatives.

In Telford, a transport scheme reconfigured the Box Road: a high-speed, three-lane, one-way circulatory system surrounding and constraining the pedestrianised retail area and limiting growth of businesses in the area (pictured above).

The new design encouraged lower speeds, which allowed twelve pedestrian crossings to be installed, and new cycle-ways built.

Under the scheme, the shopping area was connected to a major public/private sector development, now completed at Southwater, including a cinema, hotel, bars and restaurants and other leisure attractions. The scheme was complex to design and deliver but puts Telford on a firm footing to grow into the future.

Source:

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/648822/local-sustainable-transport-fund-impact-summary-report.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/648822/local-sustainable-transport-fund-impact-summary-report.pdf)

## 2 Preparing for a Town Deal

- 2.1 This prospectus sets out the first stage of agreeing Town Deal, with the following steps:



- 2.2 We expect Unitary Authorities, District Councils, and Borough Councils in the areas for the towns selected (hereby referred to as ‘the Lead Council’) to develop a Town Deal Board no later than the end of January 2020, then produce a Town Investment Plan no later than Summer 2020. Further information on what we expect to see in both a Town Deal Board and a Town Investment Plan is below.
- 2.3 The Town Deal Board and Investment Plan will together inform the second stage of agreeing a Town Deal: which will include completing a business case based on the selected content of Town Investment Plans with government. We will publish further detail on how we will agree Town Deals in due course, including the amount of capital and revenue funding available, and the interventions that can be supported through the fund.
- 2.4 We know that in some towns, there are strong partnerships and proposals already in place. We expect to work with these places to agree a Town Deal more quickly. This, in turn, will allow others to take advantage of the support being offered by government to develop good proposals. Lead Councils will return a readiness checklist to government to gauge how quickly towns in their area will be able to prepare for a Town Deal.
- 2.5 Agreeing a Town Deal with investment from the Towns Fund of up to £25m per place will be dependent on government receiving high-quality proposals that meet the objective of the fund and follow the further guidance to be published. If government is not content with the quality of proposals, including their alignment with the objective of the Towns Fund by the end of Summer 2020, then it is unlikely a Town Deal would be agreed.
- 2.6 In due course we will announce details of a competition for further towns to develop a Town Deal Board, a Town Investment Plan and have the opportunity to agree a Town Deal. While we will be looking at aligning this with other funds, including the Future High Street Fund, the purpose of these funding streams is different with the Towns Fund focusing on a wider geography than just one high street. In many places Town Deal funding will not necessarily be directed toward the high street.
- 2.7 Where towns are both preparing to agree a Town Deal and are already involved in the Future High Streets Fund, we expect plans to be aligned, whilst still meeting the separate objectives of the funds. We are not changing our expectations or timelines

for those places currently progressing through the Future High Streets Fund.

## Capacity funding and support

2.8 Lead Councils will shortly receive capacity funding from government via a s31 grant to support the development of a Town Deal Board and Investment Plan for each of the shortlisted towns in their area. Funding is being allocated according to population size, using the Office for National Statistics' categorisation of small, medium and large towns. The full details are published in the annex of this prospectus.

Town Size	Population (Census 2011)	Capacity funding (£)
Small	5,000 – 20,000	140,000
Medium	20,000 – 75,000	162,019
Large	75,000 – 225,000	173,029

2.9 We would anticipate that this funding will be used for:

- Convening Town Deal Board
- Running business and wider community engagement events
- Developing Town Investment Plans
- Providing technical expertise for business case development

2.10 Places will also receive some support from within the MHCLG, from relevant departments across government, and from further sources to be announced.

### The MyTown Campaign

2.11 It is vital that towns engage with communities to find out directly from the public what they love about their place and how they want to see it grow. To do this we are developing a communications and community engagement toolkit for Town Deal Boards. This will be complemented by a media campaign which will:

- Inform people in the 101 towns of the opportunities of the Towns Fund
- Encourage local people to get involved and to generate ideas

2.12 This campaign will support the community engagement and capacity building activity, detailed below.

2.13 To support the campaign, Lead Councils should nominate a point of contact to work alongside government, as part of completing the readiness checklist.

## Town Deal Boards

The Town Deal Board will be the vehicle through which the vision and strategy for the town is defined. It will produce a Town Investment Plan and inform the Town Deal, including the amount of investment secured through the Towns Fund.

The role of the Board is to:



- Develop and agree an evidenced based Town Investment Plan
- Develop a clear programme of interventions
- Coordinate resources and influence stakeholders

### Which area should it represent?

- 2.14 The Lead Council should define the area the Town Deal Board will represent on a map. As a default, this should use the boundaries defined by the Office for National Statistics in their recent article<sup>10</sup>. This is important so that local communities and other bodies understand where the area of benefit will be. We expect that the geographical area should be continuous.
- 2.15 Any changes to the ONS boundaries will need to be discussed with government to ensure it includes, as part of the area, the town that was originally selected.

### Role of the Lead Council

- 2.16 The Town Deal Board should be convened by the Lead Council. The governance structure and decision-making structures of the Town Deal Board should be made public by the Lead Council.
- 2.17 Where more than one town is coming together to develop a Town Deal (more detail on the Joint Town Investment Plans is below), both Lead Councils should have an equal role in the partnership.
- 2.18 Town Deal Boards can build on pre-existing governance structures and relationships at a local level, if they meet the guidance set out in this prospectus.
- 2.19 We expect the Town Deal Board to align with the governance standards and policies of the Lead Council including around whistle blowing, conflicts of interest, and complaints.

### Who should be represented?

- 2.20 We recognise that no two towns are the same, but that successful partnerships share some characteristics. We have therefore set out the following requirements and guidelines.
- 2.21 Town Deal Boards must include:
- **Other tiers of Local Government:** We expect all tiers of local government to be a part of the Town Deal Board:

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<sup>10</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/articles/understandingtownsinenglandandwales/anintroduction>

- **Town and parish councils:** Town and parish councils have an important role to play in convening stakeholders and providing localised perspective, as they are closely connected to the communities they serve.
- **Upper-tier authorities:** bring crucial understanding of the important role towns play within the wider regional economy – as well as strategic leadership and powers that will be of value to the partnership. ◆
- **Mayoral Combined Authorities and Combined Authorities:** provide a strategic overview of an area and many hold powers that will be critical to delivering the Towns Fund e.g. transport.
- **Members of Parliament:** The MP (or MPs) representing the town should be invited to engage in the process of designing and agreeing the Town Investment Plan.
- **Local businesses and investors:** Driving economic growth and building productivity will require entrepreneurship and investment from business. It will therefore be essential to draw on their leadership and capability to help understand challenges and develop the key proposals. Existing investors currently active in the area also have an important role to play; their experience of driving development in specific regions should be drawn on to identify the best uses of public and private funds. **We expect to see representation on Town Deal Boards through large employers and SMEs.**
- **Local Enterprise Partnerships (LEPs):** LEPs bring a strong specialism in economic development strategy, business engagement, and the local skills system – through Skills Advisory Panels – ensuring Town Investment Plans are informed by local economic strategies e.g. Strategic Economic Plans and Local Industrial Strategies.
- **Communities:** Each town will decide how best to involve their local community, building on the MyTown campaign. Communities should have a meaningful role in decision-making for the future of their town, and Town Deal Boards should draw on the local knowledge and insight that communities can provide on the barriers to driving local growth and productivity. We expect this to be achieved by including community representatives from prominent local civic and faith organisations in the governance structure, such as representatives from local community forums, voluntary and community sector organisations, or Councils of the Voluntary Sector.
- Communities are more likely to work to implement solutions, and be able to take advantage of the economic opportunities resulting from government investment if they engaged early and throughout the process of designing and delivering the Town Investment Plan.

2.22 Town Deal Boards may also include (either in their governance structure or in their engagement activity):

- **Business Improvement Districts (BIDs):** where they exist, BIDs work to improve commercial areas through additional services. They have close relationships with their business members and play a strategic role in place shaping

- **Jobcentre Plus:** provide information on working with people furthest from the labour market, and work closely with the voluntary and third sector to support people into work
- **Anchor institutions:** have strong convening power, as well as a significant role in the local economy. They may include:
  - The wider business community
  - Universities and Further Education colleges
  - Academies and Schools
  - Hospitals
  - Development corporations
  - Local sports teams
  - Cultural and creative institutions
  - Housing sector including housing developers and housing associations
- **Arms-length bodies and other non-departmental government agencies:** Such as Homes England, the Environment Agency, and the Historic England have expertise in delivering interventions, and existing place-based networks across the country, which can bring local expertise, as well as the ability to engage with issues at a regional level.
- **Other private investors and developers:** national or international private investors and developers should be engaged early to understand their requirements for investment and identify the best use of public and private funding.

### How should it function?

2.23 The Lead Council should publish the Town Deal Board's governance structure and ways of working, such as a statement for how the board will engage stakeholders and agree decisions over time. Lead Councils should set out how capacity funding will be spent, and how that will support the process of developing a good Town Investment Plan.

2.24 Whilst the Town Deal Board serves an advisory function to the Lead Council, we expect all members to adhere to the Nolan Principles<sup>11</sup>, set out clear Terms of Reference, and agree to a Code of Conduct.

2.25 While we recognise that each place is different, Town Deal Boards should appoint a Chair. Where appropriate we expect this Chair to be from the private sector.

### **Town Investment Plans**

2.26 Towns must develop a well-evidenced Town Investment Plan, which sets out a clear understanding of the area, focusing on its assets, opportunities and challenges.

2.27 The amount of investment from the Towns Fund will be determined based on the strength of the Towns Investment Plan amongst other relevant factors.

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<sup>11</sup> <https://www.gov.uk/government/publications/the-7-principles-of-public-life>

What should it say?

- 2.28 The Town Investment Plan should set out investment priorities that could drive economic growth, supported by clear evidence and targeting investment into the economic infrastructure listed around the objective of the fund, as well as making full use of existing powers, particularly in planning. ♦
- 2.29 Town Investment Plans should complement other pre-existing strategy documents that have been developed with local partners to avoid duplicating efforts, and where necessary build on these to meet the expectations set out in this prospectus. For instance, it will be important to align with Local Industrial Strategies, Skills Advisory Panel analysis, local environmental strategies, Local Plans and Spatial Development Strategies, and Local Transport Plans.
- 2.30 Plans should be cognisant of the wider strategic approach being taken through the Northern Powerhouse, Midlands Engine, Ox-Cam Arc and other pan regional strategies. The document should detail high Value for Money interventions that will drive economic growth.
- 2.31 Investment from this fund should be aligned with the government's clean growth objectives where possible, while ensuring that projects deliver good value for money, and as a minimum must not conflict with the UK's legal commitment to cut greenhouse gas emissions to net zero by 2050.
- 2.32 It should capture existing government and local initiatives and suggest ways of better coordinating investments within a place, where this could lead to further economic growth.
- 2.33 We expect the strategic element of Town Investment Plans to include:
- Background, context and evidence of need for suggested interventions
  - A vision for the town, complementing agreed or emerging local economic strategies
  - A high-level description of priority areas for the short, medium and long term, including:
    - Activity that can be locally funded
    - Projects that could be supported by public investment (including through the Towns Fund), with high level cost estimates
    - Ambitions for private sector investment and community involvement

**Case example: aligning Walsall's regeneration with the wider region**

Aligning the growth plans of towns with the wider area will mean every opportunity is being acted on. Walsall's regeneration has been developed to ensure it closely aligns to wider plans for the Borough and wider West Midlands Combined Authority. The regeneration of Walsall began in 2017 with the purchase of the Saddlers Shopping Centre – located in a key position on top of Walsall Railway Station. Its location and regional connectivity across the Black Country has resulted in Transport for West Midlands further investing in public transport provision in Walsall.

New Art Gallery Walsall is one of the most prominent buildings in the town centre, and has an international reputation. Walsall Council have therefore put the Gallery at the heart of their Town Centre masterplan. This plan leverages the Art Gallery, and other cultural assets to draw people into the reinvigorated public spaces in the town centre, and encourage footfall for the surrounding retail offer, whilst also attracting workers to the offices located there.

Walsall will play a key role in realising the West Midlands' ambitious housing plans, as part of the West Midlands' Local Industrial Strategy. From the development of homes, to the Walsall to Wolverhampton housing growth corridor, Walsall has an opportunity to attract private sector housing investment to improve attract high-skilled workers to the area and grow the economy.



4 New Art Gallery Walsall

- 2.34 In due course, additional guidance will be published on the interventions in scope for the Towns Fund, the capital revenue split, and business case guidance. At this point, Town Investment Plans will be further developed to add detail to the priorities that could be funded through the fund (where consideration to the economic, commercial, management and financial aspects of proposals should be given.) However, as this is about driving long-term transformative change to local economies, we expect to see capital projects at the core of projects submitted for Town Deal funding.
- 2.35 Lead Councils and Town Deal Boards should seek to engage private investors and developers early. As part of this engagement, opportunities for private investment should be identified collaboratively.
- 2.36 We recognise that Town Deal Boards may want support and advice in developing their Town Investment Plans. A number of departments are considering the best way to provide that support; we anticipate that it will include guidance on assessing the evidence base, and intervention design to ensure Value for Money. For example, Department for Culture Media Sport (DCMS) has already set out its Connected Growth Manual<sup>12</sup>, providing guidance to Local Authorities and LEPs on what they can do to support the sectors that DCMS represents.

### Joint Town Investment Plans

- 2.37 There is provision for local places to produce a joint Town Investment Plan. This is dependent on towns selected in the list of 101 towns agreeing to work collaboratively and sharing both a Town Deal Board and Town Investment Plan. It is for the local area to decide whether a case can be put to government on the benefits of clustering towns together. This could be within a single local authority, LEP or Combined Authority area. Reasons for this could be:
- The towns in question are next to each other and/or are part of the same continued urban area
  - The towns have significant overlap in terms of economic and social geography
  - The Board representatives of each town would significantly overlap
  - Having multiple smaller geography partnerships would dilute from a more strategic approach across multiple towns
  - There are not suitable levels of stakeholder engagement for a particular town (because it lacks suitable scale etc.) and would benefit from a joint approach
  - There are wider strategic benefits from bringing the towns together
- 2.38 Following this approach will not reduce the levels of capacity funding or the Towns Fund allocation. However, the Lead Council will need to agree this with government ahead of the Town Deal being agreed.

### How is it agreed?

- 2.39 The Town Investment Plan must be agreed by the Town Deal Board in line with the Board's locally-agreed governance structure, which we would expect to be agreed

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<sup>12</sup> <https://www.gov.uk/government/publications/connected-growth>

and published no later than January 2020.

- 2.40 The Town Investment Plan is a locally owned document and will not require sign off by government, however it will form the basis of deal negotiation and inform the amount of investment agreed through the Towns Fund. The Plan should explicitly set out how the Towns Fund is being used to crowd-in other local and private investment. It should also articulate how the interventions are driving economic regeneration and delivering value for money.
- 2.41 We encourage places to communicate with government departments (both through regular channels and through specific engagement that MHCLG will arrange) on the development of the Town Investment Plan and to discuss investment priorities.
- 2.42 Further guidance on the agreement of Town Deals will be issued in due course.

### **Learning, networking, and collaboration**

- 2.43 We ask the Lead Council to be 'open by default' about their Town Deal Boards, Town Investment Plans and outline business cases, while acknowledging that commercially sensitive information will need to be protected (this should align with the Lead Council's on their process to handle information which is not to be published in the public domain). Town Deal Boards will make their governance structures, profiles on key stakeholders, meeting agendas and minutes (in accordance with the Local Government Act 1972), evidence and any supporting documents for Town Investment Plans publicly available. For instance, this could be published on the Lead Council's website.
- 2.44 We will actively facilitate learning between towns. For example, by running regional events, thematic learning events (e.g. around active travel interventions) and publishing products on 'what works' for local growth in towns. In partnership with the What Works Centre for Local Economic Growth and the What Works Centre for Wellbeing, MHCLG will publish materials and support events for those involved in delivering the Towns Fund, as well as those in other towns.
- 2.45 We will be appointing officials who will support collaboration – strengthening existing connections between towns and creating new ones. They will also support Town Deal Boards to connect with local partners. For example, in towns benefiting from the government's Opportunity Area programme are encouraged to connect with their local Opportunity Area partnerships, thereby ensuring that Town plans can build on local efforts already underway in improving education and skills. Contact details can be found in the relevant published Opportunity Area plans.
- 2.46 Alongside future guidance being published on the Town Deal process, we will set out our expectations for monitoring and evaluation, as well as guidance on when Town Investment Plans should be published online.



## 3 Annexes

### Timeline for Lead Councils

Capacity funding distributed to Lead Councils	November 2019
Readiness checklist returned	19 <sup>th</sup> November 2019
All Town Deal Boards convened (including publication of town boundary)	End of January 2020
Further guidance published	Early 2020
All Town Investment Plans produced	Summer 2020
Town Deals agreed	2020-21
A competition for further Town Deals	2020

### Capacity funding allocation per town

Local Authority	Town(s)	Town Capacity Funding Allocation (£)	Local Authority Total (£)
Allerdale Borough Council	Workington	162,019	162,019
Ashfield Council	Kirkby-in-Ashfield	162,019	324,038
	Sutton in Ashfield	162,019	
Barnsley Council	Goldthorpe	140,000	140,000
Barrow Borough Council	Barrow-in-Furness	162,019	162,019
Bedford Borough Council	Bedford	173,029	173,029
Blackburn with Darwen Borough Council	Darwen	162,019	162,019
Blackpool Council	Blackpool	173,029	173,029
Bolton Council	Bolton	173,029	173,029
Boston Borough Council	Boston	162,019	162,019
Bournemouth, Christchurch and Poole Unitary	Bournemouth	173,029	173,029
Bradford Metropolitan District Council	Keighley	162,019	324,038
	Shipley	162,019	
Broxtowe Borough Council	Stapleford	140,000	140,000
Calderdale Council	Todmorden	140,000	302,019
	Brighouse	162,019	
Carlisle City Council	Carlisle	173,029	173,029
Charnwood Borough Council	Loughborough	162,019	162,019
Cheshire East Council	Crewe	162,019	162,019
Chesterfield Borough Council	Staveley	140,000	140,000
Colchester Borough Council	Colchester	173,029	173,029



Copeland Borough Council	Cleator Moor	140,000	280,000
	Millom	140,000	
Corby Borough Council	Corby	162,019	162,019
Cornwall Council	Penzance	140,000	604,038
	St Ives	140,000	
	Camborne	162,019	
	Truro	162,019	
Durham County Council	Bishop Auckland	162,019	162,019
Crawley Borough Council	Crawley	173,029	173,029
Darlington Borough Council	Darlington	173,029	173,029
Doncaster Borough Council	Stainforth	140,000	313,029
	Doncaster	173,029	
Dudley Borough Council	Dudley (Dudley)	173,029	173,029
East Lindsey District Council	Mablethorpe	140,000	302,019
	Skegness	162,019	
East Riding of Yorkshire Council	Goole	162,019	162,019
East Staffordshire Borough Council	Burton upon Trent	162,019	162,019
East Suffolk District Council	Lowestoft	162,019	162,019
Erewash Borough Council	Long Eaton	162,019	162,019
Great Yarmouth Borough Council	Great Yarmouth	162,019	162,019
Halton Borough Council	Runcorn	162,019	162,019
Harlow District Council	Harlow	173,029	173,029
Hartlepool Borough Council	Hartlepool	173,029	173,029
Hastings Borough Council	Hastings	173,029	173,029
Herefordshire Council	Hereford	162,019	162,019
Ipswich Borough Council	Ipswich	173,029	173,029
Borough Council of King's Lynn and West Norfolk	King's Lynn	162,019	162,019
Kirklees Council	Dewsbury	162,019	162,019
Leeds City Council	Morley	162,019	162,019
Lewes District Council	Newhaven	140,000	140,000
Lincoln City Council	Lincoln	173,029	173,029
Mansfield District Council	Mansfield	173,029	173,029
Mendip District Council	Glastonbury	140,000	140,000
Middlesbrough Borough Council	Middlesbrough	173,029	173,029
Milton Keynes Council	Milton Keynes	173,029	173,029
Newark and Sherwood District Council	Newark-on-Trent	162,019	162,019
Newcastle-under-Lyme Borough Council	Kidsgrove	162,019	335,048
	Newcastle-under-Lyme	173,029	
North East Derbyshire District Council	Clay Cross	140,000	140,000
North East Lincolnshire Council	Grimsby	173,029	173,029

North Lincolnshire Council	Scunthorpe	173,029	173,029
Northampton Borough Council	Northampton	173,029	173,029
Northumberland County Council	Blyth	162,019	162,019
Norwich City Council	Norwich	173,029	173,029
Nuneaton and Bedworth Borough Council	Nuneaton	173,029	173,029
Oldham Borough Council	Oldham	173,029	173,029
Pendle Borough Council	Nelson	162,019	162,019
Peterborough City Council	Peterborough	173,029	173,029
Preston City Council	Preston	173,029	173,029
Redcar and Cleveland Borough Council	Redcar	162,019	162,019
Redditch Borough Council	Redditch	173,029	173,029
Rochdale Borough Council	Rochdale	173,029	173,029
Rotherham Borough Council	Rotherham	173,029	173,029
Sandwell Metropolitan Borough Council	Rowley Regis	162,019	486,058
	Smethwick	162,019	
	West Bromwich	162,019	
Scarborough Borough Council	Whitby	140,000	302,019
	Scarborough	162,019	
Sedgemoor District Council	Bridgwater	162,019	162,019
Sefton Council	Southport	173,029	173,029
Sheffield City Council	Stocksbridge	140,000	140,000
South Ribble Borough Council	Leyland	162,019	162,019
St. Helens Council	St Helens	173,029	173,029
Stevenage Borough Council	Stevenage	173,029	173,029
Stockport Metropolitan Borough Council	Cheadle	140,000	140,000
Stockton on Tees Borough Council	Thornaby-on-Tees	162,019	162,019
Swindon Borough Council	Swindon	173,029	173,029
Telford & Wrekin Council	Telford	173,029	173,029
Thanet District Council	Margate	162,019	162,019
Thurrock Council	Tilbury	140,000	302,019
	Grays	162,019	
Torbay Council	Torquay	162,019	162,019
Wakefield Council	Castleford	162,019	335,048
	Wakefield	173,029	
Walsall Borough Council	Bloxwich	162,019	324,038
	Walsall	162,019	
Warrington Borough Council	Warrington	173,029	173,029
Wirral Metropolitan Borough Council	Birkenhead	173,029	173,029
City of Wolverhampton Council	Wolverhampton	173,029	173,029
Worcester City Council	Worcester	173,029	173,029

## City of Preston Town Deal Board

31 January 2020

### Inception Report

#### Terms of Reference

##### Composition

1. The City of Preston Town Board shall comprise the following Members. The Board shall remain open for further nominations, which shall be agreed by the Chair.

Type of Organisation	Name of Organisation	Name of Representative	Job Title
<b>Business</b>	Harrison Drury	John Chesworth (chair)	Managing Partner
<b>Business</b>	Cotton Court	Rob Binns	Director
<b>Lead Council</b>	Preston City Council	Cllr Matthew Brown	Leader
<b>Lead Council</b>	Preston City Council	Cllr Peter Moss	Deputy Leader
<b>Lead Council</b>	Preston City Council	Adrian Phillips	Chief Executive
<b>MP</b>	Parliament	Mark Hendrick	MP
<b>Upper Tier Council</b>	Lancashire County Council	Phil Green	Director of Growth, Planning and Estates
<b>Community</b>	Disability Equality North West	Melanie Close	CEO DENW
<b>Education &amp; Skills</b>	UCLan	Ruth Connor	Chief Marketing Officer
<b>Education &amp; Skills</b>	Prestons College	Lis Smith	Principal and Chief Executive
<b>Local Enterprise Partnership</b>	Lancashire Enterprise Partnership	Anne-Marie Parkinson	Investment Programme Manager
<b>Cultural</b>	The Harris	Rachel Mulhearn	Interim Head of Culture

##### Chair and Deputy Chair

2. The Chair shall be for a maximum 3 year term. The Chair is John Chesworth. The Deputy Chair will be confirmed. If the Chair and Deputy Chair are not in attendance a nominee / substitute may be made.

3. The Chair shall not have a casting vote.

##### Quorum

4. The quorum for meetings shall be 6. No meeting shall be quorate unless the following Members (or their nominees) are present:

i) The Chair / Deputy Chair / nominee or substitute; and the Leader or Deputy Leader of the Council

5. If within fifteen minutes from the time appointed for the holding of a Town Deal Board meeting a quorum is not present, the meeting shall be adjourned. The Secretary shall arrange for the meeting to take place within two weeks and if at that meeting a quorum is not present within fifteen minutes from the time appointed for holding the meeting the Members present shall be a quorum.

6. Any Member may validly participate in a meeting of the Town Deal Board by conference telephone or other form of communication equipment if all persons participating in meeting can hear and speak to each other throughout the meeting.

#### Secretary

7. The office of the Chief Executive of the City Council shall serve as the Secretary ("The Secretary") to the Town Deal Board.

8. The Secretary shall produce minutes of all meetings of the Town Deal Board.

#### Meeting Frequency

9. The Town Deal Board shall meet quarterly or according to operational need.

#### Decisions in Writing

10. A resolution in writing signed by all of the members of the Town Deal Board shall be as valid and effectual as if it had been passed at a meeting of the Town Deal Board.

#### Powers and Functions

11. The Town Deal Board's primary responsibility is to oversee the preparation and implementation of the Town Investment Plan

12. The Town Deal Board shall:

- i) Develop and agree an evidenced based Town Investment Plan;
- ii) Develop a clear programme of interventions;
- iii) approve a capacity funding expenditure plan, and receive regular progress reports on the implementation of the same;
- iv) approve an annual Town Deal Communications and Marketing Plan, and receive regular progress reports on the implementation of the same;

13. The Town Deal Board will employ no staff, hold no assets, nor enter into any contractual arrangements. All delivery and operational matters will continue to rest with the City Council as Accountable Body.

#### Governance Relationship with the Preston Partnership

14. The Preston Partnership shall be asked to agree the Terms of Reference of the Town Deal Board.

15. The Town Deal Board shall review its Terms of Reference from time to time as necessary.

16. The Chair shall provide update reports to the Preston Partnership at the Preston Partnership's request.

#### Relationship with Preston City Council Council as Accountable Body

18. Preston City Council shall act as Accountable Body for the Town Deal Board. ◆

19. Preston City Council shall hold the capacity funding and any investment funding and shall ensure these funds remain separate and identifiable from the Accountable Body's own funds, and shall provide financial reports to the Town Deal Board.

20. Preston City Council shall provide administrative, financial and legal support to the Town Deal Board.

21. Preston City Council shall maintain an official record of the Town Deal Board proceedings and a library of all formal Town Deal documents.

#### Publication of Papers

22. The agendas and papers for the Town Deal Board will be published on the Preston Partnership's website.

#### Nolan Principles

23. The Town Deal Board shall operate in accordance with the 7 Nolan Principles:

- **Selflessness**  
Holders of public office should act solely in terms of the public interest.
- **Integrity**  
Holders of public office must avoid placing themselves under any obligation to people or organisations that might try inappropriately to influence them in their work. They should not act or take decisions in order to gain financial or other material benefits for themselves, their family, or their friends. They must declare and resolve any interests and relationships.
- **Objectivity**  
Holders of public office must act and take decisions impartially, fairly and on merit, using the best evidence and without discrimination or bias.
- **Accountability**  
Holders of public office are accountable to the public for their decisions and actions and must submit themselves to the scrutiny necessary to ensure this.
- **Openness**  
Holders of public office should act and take decisions in an open and transparent manner. Information should not be withheld from the public unless there are clear and lawful reasons for so doing.
- **Honesty**  
Holders of public office should be truthful.
- **Leadership**  
Holders of public office should exhibit these principles in their own behaviour. They should actively promote and robustly support the principles and be willing to challenge poor behaviour wherever it occurs.

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31 January 2020

**Towns Fund in Context – a summary of other funding initiatives**

**1. Background**

The Towns Fund is one of a number of regeneration initiatives to support town and city regeneration programmes and activities announced by government. The majority of the initiatives are focussed on securing growth in the non-metropolitan and non-core city areas. The table provides a summary of some of these funding initiatives and highlights any Lancashire areas which have secured capacity or investment funds.

**1. Decision Required**

1.1 The Town Deal Board is recommended to:

2.1.2 Note the contents of this report;

2.1.3 Agree that the Town Deal Board oversee Preston’s involvement in the High Street Task Force Pilot and requests that a further report on this work is brought to the Board; and

2.1.4 Request that this Board is kept informed of future opportunities including pilot initiatives which could support the preparation and implementation of the Town Investment Plan.

**2. Lancashire Funding Initiatives**

3.1 The table below provides a summary of a range of funding initiatives (not exhaustive) and highlights those areas in Lancashire which have secured capacity or investment funds.

FUNDING	PLACE	FUNDING	TIMESCALES AND ROCESSS	TOTAL FUND
Towns Fund	Leyland	£162,019 – capacity	<ul style="list-style-type: none"> <li>• Capacity funding distributed to Lead Councils in November 2019 (Funding based on population)</li> <li>• Towns to have held Town Deal Boards by end of Jan 2020</li> <li>• Towns to have completed Town Investment Plans by end of Summer 2020</li> <li>• Up to £25m per area</li> </ul>	£3.6 Billion
	Nelson	£162,019 – capacity		
	Preston	£173,029 – capacity		
	Darwen	£162,019 – capacity		
	Blackpool	£173,029 – capacity		
Future High Street Fund	Chorley	£150k towards the development of a business case	<ul style="list-style-type: none"> <li>• December 18: Phase 1 Expressions of Interest invited</li> <li>• 22 March 19: deadline for Expressions of Interest</li> <li>• Summer 19: announcement on places moving to Phase 2</li> <li>• Late 2019: first round of final business cases to be submitted</li> <li>• Spring 2020: remaining final business cases to be submitted</li> <li>• Not before 2020: Second round of applications opens</li> </ul>	£1 Billion
	Morecambe			
	Nelson	Maximum £25m per successful place		
	Fleetwood			
	Blackpool			
	Bacup			
	Kirkham			
Historic High Streets Fund / High Streets Heritage Action Zones	Bacup	North West: up to £18.7 million	<ul style="list-style-type: none"> <li>• The Expression of Interest stage closed on Friday 12 July 19</li> <li>• Successful high streets announced on 14 September 19</li> <li>• Delivery plans will be worked up over the next 4 months.</li> <li>• Funded schemes will begin in April 2020.</li> </ul>	£92 Million
	Barrow in Furness			
	Burnley			
	Fleetwood			
	Kirkham			
	Lancaster			
	Ormskirk			
Digital Innovation Hubs	Chorley	Up to £5m per hub	<ul style="list-style-type: none"> <li>• Announcement of Successful Hubs 12 September 2019</li> <li>• Strawberry Fields – Chorley – Central Lancashire Digital Hub</li> </ul>	£22 Million
Major Road Networks Fund	Central Lancashire	£20m to £50m	<ul style="list-style-type: none"> <li>• Submit Strategic Outline Business Case preform with Regional Evidence Base – Summer 2019</li> <li>• Approximately 3 years before works commences submit Strategic Outline Business Case</li> <li>• 2 years before works start submit Outline Business Case</li> </ul>	£3.5 Billion



Transforming Cities Fund (TCF)	Preston	Up to £160m	<ul style="list-style-type: none"> <li>Identify main programme of schemes</li> <li>Submit final Strategic Outline Business Case - Summer 2019</li> <li>Final business case submitted Nov 2019 – awaiting decision</li> </ul>	£2.45 Billion
Urban Development Fund	Lancashire	£25m	This ERDF project will provide debt finance to support strategic commercial development, it will operate as a recycling funding instrument with repayments and interest contributing to a resource to enable further investment to be made.	
Townscape Heritage Initiative	Preston	£945K	Preston (Winckley Square) THI scheme in last year.	
	Bacup	£2m	Bacup THI started in 2013	
	Padiham	£1.4m	Padiham THI	
Housing Infra Fund	Lancaster South	£100m	Bid to support a reconfigured J33 of the M6 and facilitate Garden Village/Lancaster University expansion. Now moving to co-development stage.	£2.3 billion
Heritage Horizon Awards		£5m	<ul style="list-style-type: none"> <li>£50m available in the first year (2020-2021). Applications closed in 11 October 2019</li> <li>Eligible for not-for-profit organisation/partnership led by a not-for-profit organisation</li> </ul>	£50m Year 1
Heritage Enterprise		£250,000 - £5m	<ul style="list-style-type: none"> <li>Award open – ongoing submissions invited until 23 Nov 2020.</li> </ul>	
Garden Village	Bailrigg Lancaster South		<ul style="list-style-type: none"> <li>Proposals are invited from local authorities and private sector partners</li> <li>Proposals should be submitted via MHCLG's DELTA portal by 9 November 2018</li> <li>Proposals selected for assistance will satisfy all criteria set out in this prospectus</li> </ul>	£6 million
High Streets Task Force Pilots	Preston - Friargate	£0	Hyndburn & Preston are 2 of 16 places to benefit from support and guidance from the new High Streets Task Force, in response to recommendations of an expert panel on the high street chaired by Sir John Timpson. The High Streets Task Force will give, access to cutting-edge research, new online training, and local footfall data	£0
	Accrington	£0		
Heritage Action Zones	None in Lancashire		20 nationally, none in Lancashire. Programme under review.	

3.2 In addition to these funding regimes, government continues to launch and test a range of pilot initiatives in towns and cities. For example, two live examples, are the MIT Regional Entrepreneur Programme (MIT REAP) and the Professional and Business Services (PBS) Sector Deal Pilot Business Clinics. With regard to the former, the Lancashire, Cheshire and Cumbria consortium will engage with the REAP-Lite eco-system programme through a team of ten senior partner representatives from across the relevant sectors. They will use the methodology to understand shared areas of strength and use these to promote local and UK growth and productivity increases. With regard to the latter, the Lancashire LEP and Boost Lancashire's Business Growth Hub will work with the business from the PBS national board to pilot a series of business clinics in key geographies including Preston. This will provide a new approach to business support, giving SME's access to the expertise, resource and markets of the PBS sector, to grow their businesses.

3.3 The Board will be updated on these and other initiatives to ensure alignment with the emerging Town Investment Plan.

## City of Preston Town Deal Board

31 January 2020

ITEM 4

## Town Investment Plan

**1. Summary**

- 1.1 A major role of the City of Preston Town Deal Board is to oversee the preparation and the implementation of a Town Investment Plan (TIP). The TIP will form the basis of a “Deal”, the substance of which will be negotiated with the government. No detailed guidance has been issued on the form or format of the TIP, or on the process of submission and subsequent negotiation. The government has advised that the TIP should be submitted in summer 2020 and this report outlines a proposed work plan to ensure that this indicative deadline is met. The government have made available capacity funding to support the preparation of the TIP and this report sets out a Capacity Funding Expenditure Plan which aligns with the key Towns Fund themes set out by government. The Board will receive a financial report at each meeting which will set out expenditure achieved and forecast.

**2. Decision Required**

- 2.1 The Town Deal Board is recommended to
- 2.1.2 Approve the work programme set out in this report to enable the production and submission of the TIP by Summer 2020;
- 2.1.3 Approve the Capacity Funding Expenditure Plan set out in this report and delegate the appointment of any consultancy advice to the Chief Executive of Preston City Council, in consultation with the Chair;
- 2.1.4 Approve the proposal for a communications and marketing company to support the Board on the development of a communications and engagement plan, and delegate the appointment to the Chief Executive of Preston City Council, in consultation with the Chair; and
- 2.1.4 Request that financial reports outlining achieved and forecast expenditure are presented to the Board at its future meetings.

**3. Information**

- 3.1 Government have established the Towns Fund to drive economic regeneration of towns to deliver long term economic and productivity growth. The Town Fund is underpinned by a 2 stage process:

**Stage 1** – providing capacity support to put in place a Towns Fund Board, vision and Town Investment Plans in place to move to the next stage of agreeing a deal; and

**Stage 2** - places to use their locally-owned Town Investment Plan to put together a business case to apply for funding for interventions as part of an agreed Town Deal.

- 3.2 A major role of this Board is to oversee the preparation of a new Town Investment Plan (TIP). The TIP and the Board will play a major role in the second stage of the Town Fund process, with the Board's role continuing beyond this to the implementation stages. The Towns Fund prospectus states that agreeing the Town Deal will be "dependent on government receiving high quality proposals that meet the objective of the fund".
- 3.3 There is limited information available on the preparation of the TIP, and it is anticipated that the Stage 2 guidance, when published, will provide more detail on the form, format, evidence base and value for money assessments which will need to underpin the TIP.
- 3.4 The Town Fund prospectus does confirm that the TIP should be submitted in Summer 2020, and states that the TIP will:
- (i) demonstrate growth sectors – where these businesses are growing and significant in the town economy, local leaders should support them to grow further and invest into the workforce
  - (ii) be well evidenced, setting out a clear understanding of the area, assets, opportunities and challenges;
  - (iii) set out investment priorities, and be aligned with other local, sub regional, regional and national plans;
  - (iv) evidence that strategic investment priorities will deliver good value for money
- 3.5 It is proposed that a 6 month work plan for the production of the TIP follows the steps outlined in the table below, subject to any further guidance received from government.

STEP	TIME	DESCRIPTION
<b>Step 1 TIP themes and geography</b>	<b>Jan 2020</b>	The prospectus is clear the TIP should be locally relevant and be ambitious and comprehensive in its reach. The prospectus suggests themes of <i>urban regeneration, skills and enterprise</i> and <i>connectivity</i> , these are all relevant for Preston and along with <i>culture</i> can provide the thematic pillars to underpin the TIP. A step change in the sustainable growth and development of the City Centre has the potential to improve the prospects of the City as a whole and the City Centre can provide a geographical focus for the TIP. It is important to note that skills and enterprise activity will reach beyond boundaries, which should remain porous.
<b>Step 2 TIP task and finish group</b>	<b>Jan 2020</b>	The preparation of the TIP will benefit from intensive Board member input and it is proposed the Chief Executive, Deputy Chair, Lis Smith and Anne-Marie Parkinson form the core of a task and finish group.
<b>Step 3 Development of Evidence Base</b>	<b>Feb 2020</b>	The TIP should focus on growing sectors with potential to strengthen the local economy. Any existing evidence and research on Preston's economy will be reviewed by the task and finish group. Additional work will be commissioned to ensure the evidence base aligns with the TIP, along with cost estimates and revenue implications for potential projects, presentational plans, communications activity and overall programme management.

<b>Step 4 Communication Plan</b>	<b>Feb 2020</b>	Communication, stakeholder and community engagement is a core principle of the Towns Fund. A flexible communication and engagement plan will be prepared which can also react to any future guidance
<b>Step 5 TIP Drafting</b>	<b>Feb – June 2020</b>	Drafting of the TIP will commence in February and will follow any further guidance from government.
<b>Step 6 Draft TIP Board Review</b>	<b>April 2020</b>	The TIP will be presented to the April meeting of the Board.
<b>Step 7 TIP finalisation</b>	<b>April – June 2020</b>	The TIP will be informed by consultation and further guidance from government. A final draft will be presented to the June meeting of the Board.
<b>Step 8 TIP submission</b>	<b>Summer 2020</b>	The TIP will be submitted to government and preparations put in place for the negotiation of a Town Deal

- 3.6 The development of a robust and evidence based TIP will have financial implications. Government have made a s31 grant of £173,029 to the City Council, as Lead Council, towards the costs set out in the TIP work plan set out at 3.5. The table below sets out an indicative capacity funding expenditure plan.

Theme / Activity	Value £
<b>Sector evidence base</b>	£20,000
<b>Programme management</b>	£20,000
<b>Communication and consultation</b>	£20,000
<b>Land Mapping / Ownership</b>	£15,000
<b>Capital Costs verification</b>	£15,000
<b>Business Case / Value for Money</b>	£30,000
<b>Plan production and narrative</b>	£20,000
<b>Contingency</b>	£33,000
<b>TOTAL</b>	£173,000

- 3.7 Consultancy support will be required and the City Council, as the Accountable Body will need to adhere to its Standing Orders and Procurement guidelines. It is therefore proposed that the Chief Executive of the City Council, in consultation with the Chair, is authorised to make appropriate appointments.
- 3.8 As the Accountable Body, Preston City Council, will ensure that the capacity funding remains separate and identifiable from the Accountable Body's own funds, and a financial report, setting out expenditure to date and forecast spend, against the profile set out at 3.6 will be provided for each meeting of this Board.
- 3.9 Communication, consultation and stakeholder engagement need to underpin the TIP and any negotiated Town Deal. A positive Town Fund campaign needs to be developed which will utilise relevant press, website and social media opportunities to actively engage with the national #MyTown campaign and support the Towns Fund initiative for the City. It is envisaged that the campaign will primarily be promoted digitally. Given the pressing need for this important communication and engagement plan it is proposed that a brief is developed for local companies to respond to. It is proposed that the appointment is delegated to the Chief Executive of the City Council, in line with the Accountable Body's procurement procedures.

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