

## Report of the Director of Place to the meeting of Executive to be held on 5 January 2021

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### **Subject:**

**Towns Fund Programme for Keighley and Shipley.**

### **Summary statement:**

Keighley and Shipley were selected by government as two of 101 places across England eligible for up to £25m investment through the Towns Fund. The Towns Fund constitutes a transformational programme of activity and investment in town and high street regeneration; promoting the distinctive offer of each place. This report provides an update to the Executive Board in relation to the Towns Fund; it sets out the progress to date and key milestones.

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**Portfolio:** Regeneration, Planning and  
Transport

**Overview & Scrutiny Area:**  
Regeneration and Environment

## 1. SUMMARY

Keighley and Shipley were selected by government as two of 101 places across England eligible for up to £25m investment through the Towns Fund. The Towns Fund aims to support regeneration and economic growth.

The Towns Fund represents a fantastic opportunity for the Towns. It constitutes a transformational programme of activity and investment in town and high street regeneration; promoting the distinctive offer of each place, improving the resilience and sustainability of our places and communities and contributing to economic growth. It also provides an opportunity to complement and build upon the success of recent schemes in the Towns.

The case for investment will be made through evidence-based Town Investment Plans (TIPs) and development of the TIP must be overseen by a Town Deal Board. City of Bradford Metropolitan District Council (hereinafter referred to as The Council) acts as the Lead Council and Accountable Body in the development of the Town Deal and will be the recipient of the funding.

## 2. BACKGROUND

In September 2019, Keighley and Shipley were selected by government as two of 101 places across England eligible for up to £25m investment through the Towns Fund. This entitles Keighley and Shipley to develop proposals for an investment plan of up to £25m each from the Towns Fund. The Towns Fund is a funding and delivery vehicle for the government's policy ambition to 'level up' places across the UK.

The Towns Fund constitutes a transformational programme of activity and investment in town and high street regeneration; promoting the distinctive offer of each place, improving the resilience and sustainability of our places and communities and contributing to economic growth. It also provides an opportunity to complement and build upon the success of recent schemes in the Towns, including:

- **Hard Ings** - Major improvement work on Keighley's Hard Ings Road completed recently. The work, developed by the Combined Authority and Bradford Council, was funded through the £1bn West Yorkshire-plus Transport Fund, the £10.3 million scheme was designed to reduce journey times and delays through the town. By reducing congestion, it will also improve air quality for road users and residents alike. The scheme will also allow greater control over the flow of traffic through this congested part of the town and will mean better facilities for pedestrians and cyclists.
- **Streets for People** - Shipley town centre was awarded £1m grant from West Yorkshire Combined Authority's Street for People funding last year. The funding seeks to put people and their health at the heart of discussions around the future of public streets and spaces. It will see the Council engage with residents and partners to develop plans which could include boosting pedestrian and cycle links, improving air quality and introducing more greenery to the urban centre.
- **Business Development Zones** - The Bradford District Business Development Zones (BDZs) are three priority employment areas located in Bradford, Keighley and Shipley. The areas currently support almost 21,000 jobs and together they accommodate around 10% of the total jobs in Bradford District. The overarching aim of the BDZ programme is to increase SME (small to medium enterprise) business growth, job creation and skills / training

opportunities in Bradford District. The study looked comprehensively at the BDZs to identify opportunities to encourage new business related development and investment. Developed in collaboration with local stakeholders, the BDZ programme provides a shared vision that will assist the District in raising local prosperity over a relatively short period (5-7 years), whilst providing a platform for longer term investment and renewal. Through the study approximately 46 hectares of land have been identified as having potential for development capacity to support the creation of approximately 3,000 new jobs (full time equivalent) across the three BDZs.

The overarching aim of the Towns Fund is to drive the sustainable economic regeneration of towns to deliver long term economic and productivity growth. This could be done through:

Urban regeneration:

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, preparation, remediation, and/or development; and
- Making full use of planning tools to bring strategic direction and change.

Skills and enterprise infrastructure:

- Driving private sector investment and small business development; and
- Ensuring towns have the space to support skills and small business development.

Connectivity:

- Developing local transport schemes that complement regional and national networks; and
- Supporting the delivery of improved digital connectivity.

The Towns Fund is primarily a capital fund. The case for investment would need to be articulated through evidenced Town Investment Plans (TIPs). Development of the TIP must be overseen by a Town Deal Board and The Council acts as the Lead Council and Accountable Body in the development of the Town Deal and will be the recipient of the funding. The funding parameters seek projects that are viable and sustainable in the long term, and which build on each town's assets and strengths.

The development of the Town Deal would come forward in two phases with the first phase focused on the submission of the Town Investment Plan containing a set of project proposals (by 29 January 2021) and then the agreement of heads of terms. Following this there would be a requirement to develop Full Business Cases through which delivery funding would be confirmed.

Each Town is allocated a Towns Fund Co-ordinator via the Towns Fund Delivery Partner (recruited centrally by government); offering guidance and advice throughout the process. The Towns Fund Delivery Partner role includes reviewing the draft TIP prior to formal submission and providing feedback based on lessons learned from other Towns. Further, through the [www.townsfund.org.uk](http://www.townsfund.org.uk) Towns have access to resources, contacts and support to help navigate the Towns Fund programme. This includes a host of material from MHCLG Guidance Documents to workshop presentations, tools and guides.

Town Deal Board

The [Towns Fund Prospectus](#) (November 2019) [Towns Fund Guidance](#) (June 2020)

set parameters for Board composition and requires the Chair to be a private sector representative.

As part of the invitation to the lead Council a Town Deal Board incorporating public, private and community membership and an independent private sector Chair was required to be established as an advisory board to the Council.

The Town Deal Board's membership should reflect the diversity of the town and surrounding area. The Towns Fund Prospectus stated that membership of Town Deal Boards should comprise:

- A private sector chair
- All tiers of local government for the geography of the town
- The MP(s) representing the town
- The Local Enterprise Partnership
- Local businesses and investors
- Community/local voluntary community sector representatives
- Other relevant local / anchor organisations, such as colleges or Clinical Commissioning Groups.

Initial Towns Fund meetings were convened in February 2020 with a wide range of stakeholders attending the launch meetings. At those meetings, stakeholders were asked to complete and return an Expression of Interest form if they were interested in being a member of the Town Deal Board and / or the role of Chair. Subsequent meetings delayed due to Covid 19. Specifically, feedback from the business sector was that their activity was constrained to business critical activity and the Voluntary and Community Sector (VCS) was heavily involved in and focussed on supporting communities and social resilience.

As the Lead Council and Accountable Body, the Council invited stakeholders onto the Town Deal Boards and the Boards were formally constituted in September 2020 (see Appendix 4 for Board composition). On the Town Deal Boards, The Council is represented by the Portfolio Holder for Regeneration, Planning and Transport – Cllr. Alex Ross-Shaw.

At the September meetings:

- The Terms of Reference for each Board was agreed – Appendix 3.
- The Boundary for each town was agreed – see Appendix 5.
- Town Deal Board Chairs were appointed:
  - Shipley – Adam Clerkin of Carnaud Metalbox
  - Keighley – Ian Hayfield of Hayfield Robinson with Steve Kelly, Principal of Keighley College as Deputy Chair

### Town Investment Plan

The Town Deal Boards are responsible for overseeing the development of the Town Investment Plans; setting out a clear vision and strategy for each town and proposing suitable projects which align with the vision and objectives of the Towns Fund (set out in the table below). Plans should reflect local priorities and be co-designed with local people; ensuring communities' and businesses' voices are involved in shaping design and decision making at each phase of development.

<b>Theme</b>	<b>Example Outputs</b>
Local Transport	<ul style="list-style-type: none"><li>• Increase number of bus services</li><li>• New or upgraded cycle/ walking routes</li><li>• New or upgraded road infrastructure</li><li>• Pedestrianised streets</li></ul>

Digital connectivity	<ul style="list-style-type: none"> <li>• Provision of full fibre infrastructure with local authority as anchor tenant</li> </ul>
Urban regeneration, planning and land use	<ul style="list-style-type: none"> <li>• Remediation and/or development of previously abandoned or dilapidated sites</li> </ul>
Arts, culture + heritage	<ul style="list-style-type: none"> <li>• New or upgraded museums, theatres, community spaces, etc</li> </ul>
Skills infrastructure	<ul style="list-style-type: none"> <li>• Increase in capacity and accessibility to new or improved skills facilities</li> </ul>
Enterprise infrastructure	<ul style="list-style-type: none"> <li>• Increase high-quality and affordable commercial floor-space</li> <li>• Increase shared workspaces or innovation facilities</li> </ul>

In developing the TIPs, the Towns will need to demonstrate that their proposed interventions have taken account of the following clean growth principle: Investment from this fund should support clean growth where possible and, as a minimum, must not conflict with the achievement of the UK's legal commitment to cut greenhouse gas emissions to net zero by 2050.

The Towns Fund Guidance does offer the possibility of investment exceeding £25m in exceptional circumstances. It provides that Towns should not bid for the full £25 million or more unless there is an objective rationale to do so. The coherence of the Town Investment Plan (i.e. the complementarity of project proposals and their alignment with the town vision and strategic planning) plays a key role in the assessment of TIPs along with the need for sound evidential backing.

### Next Steps and Moving Forward

The submission of the Town Investment Plan on January 29<sup>th</sup> 2021 does not signify the end of the process. The immediate focus will turn to addressing due diligence surrounding the deal while pushing for early agreement of our heads of terms. The heads of terms will be the mechanism through which the Government will signify which projects it would wish to see further developed. Following heads of terms, it will be necessary to prepare and submit Full Business Cases for each of the short listed projects during 2021.

## **3. OTHER CONSIDERATIONS**

### Accelerated Projects

In July 2020 MHCLG offered both Towns grants of up to £750,000 to fund capital projects that could be delivered in the current financial year. This money was intended to deliver 'accelerated projects' and is separate to / independent of the potential £25m fund which is subject to the Town Investment Plans. A number of smaller projects were submitted to ensure as many people as possible can experience the tangible benefits of this additional investment. The full £1.5m was awarded (£750, 000 for each town) in October 2020 and delivery is underway.

A list of projects for each town is attached to this report at Appendix 6.

### Vision + Strategic Objectives

As part of overseeing the development of the Town Investment Plans, the Town Deal Boards are responsible for defining a clear vision and strategic objectives for the Town. Potential projects will then be assessed against the local vision and objectives (as well as Government / national criteria).

## Keighley:

### Vision for Keighley:

*“To sustainably grow Keighley as a forward -facing, premier manufacturing, engineering and technology hub, celebrating its rich heritage across industry, culture and sport. The town will be known for its wealth of opportunity, delivering access to jobs, skills, training and education to help its residents and businesses thrive, and prepare the next generation for future employment. With its diverse economy, quality infrastructure, thriving town centre heart, and superior digital connectivity it will be the place to invest, live, work, play and shop, where people, young and old, can enjoy a strong sense of community, healthy lives and a prosperous future. A place for all to want to be part and proud of.”*

### Strategic Objectives:

- To build growth in Keighley’s key sectors of manufacturing, engineering and technology by facilitating inclusive economic growth, supporting SMEs & entrepreneurial opportunities including start-ups, and getting young people into employment
- To provide high quality digital infrastructure to support continued economic growth and address digital inclusion to enable Keighley residents to access training & technology and support up-skilling and future employment
- To improve physical accessibility in/around Keighley to support business and housing growth including by improving access to sustainable active travel modes to address congestion and support Net Zero
- To reinvigorate Keighley town in general by identifying opportunities for acquisition, preparation, remediation or development of land uses including housing, and in addition within the town centre by delivering stronger streetscapes, corridors and heart, cultural & leisure space, overall diversifying the offer to increase footfall and activity throughout 3
- To support the health and well-being of Keighley through providing access to a range of sport, leisure, cultural, creative & recreational facilities, services & activities and access to clean, safe & green spaces
- To utilise the rich heritage and character of Keighley to strengthen its position and make the most of its local economic assets
- To support the growth of arts & cultural tourism and Keighley as a destination, maximising the benefits of wider association with nearby attractions
- To provide access and infrastructure to enable training and educational opportunities working in conjunction with Keighley College, its partners and other organisations to address skills gaps and increasing employability associated with continued growth in manufacturing, engineering and technology sectors

## Shipley

### Vision for Shipley:

*“To combine the rich cultural offer of Saltaire with the economically thriving activity in Shipley to establish a transforming and creative location, building on the town’s strong sense of community and developing an excellent quality of life alongside a healthy population.”*

### Strategic Objectives:

- To strengthen and diversify the local economy, supporting existing sectors and SMEs, and providing a range of opportunities for clean, green growth
- To address the town centre core, increasing footfall, diversifying the offer and creating a heart for activity
- To improve the provision of sustainable infrastructure to improve connectivity within the town, increase active travel, address modal shift and support Net Zero
- To support the delivery of digital infrastructure to improve standards and coverage as well as to support digital inclusion by improving access to training, skills and technology
- To deliver a quality housing offer to suit all needs
- To improve access and linkages to a range of clean, green spaces, services and activities supporting health and wellbeing
- To support the continued growth of Shipley and Saltaire as a unique creative, leisure and cultural destination, growing tourism and access
- To improve access to skills and training, increasing employability and addressing skills shortages to support continued growth in key sectors

#### **4. FINANCIAL & RESOURCE APPRAISAL**

The need to develop TIPs is beyond the capacity and expertise of existing staff resources. In recognition of this, The Council received, from government, £162,019 for each Town as capacity funding to work up the Town Investment Plans and towards future business case development work. The Council has matched the funding to provide a total funding pot of £648,076 to support this activity. This funding can be used to cover staffing requirements as well as external consultancy / specialist support required. Owing to the variety of projects and the extensive work required to develop the Town Investment Plan submission it has been necessary to employ consultants to ensure that we have robust evidence to substantiate the TIPs. Faithful + Gould were appointed in October 2020 through an OJEU procured national framework to support this activity; to ensure the TIPs fully meet the requirements of the Ministry of Housing, Communities and Local Government (MHCLG) Towns Fund Prospectus and Guidance and the associated consultation and engagement activity.

The consultancy team also supported Warrington in developing their TIP which was successful with its submission earlier this year, so have knowledge and expertise of the Towns Fund process.

The production of more detailed business cases following approval of each TIP, for each accepted project will require external / consultancy support as this is a specialist activity and will be funded through the same source.

Should the TIP be successful, the Council in its role as accountable body will need to:

- Oversee the Heads of Terms Agreement with the government and the Board;
- Ensure continued good governance and transparency in decision making;
- Manage, monitor and evaluate the Investment Programme;
- Be responsible for the financial management for the overall Programme;
- Periodic reporting to government as required;

These activities will be funded through the resource and capacity funding referenced above.

## 5. RISK MANAGEMENT AND GOVERNANCE ISSUES

A programme level risk log has been developed and will be regularly reviewed. A summary of the higher level risks is captured in the table below:

Risk	Mitigation
The Town Investment Plan is not successful.	Involvement of Government Town Co-ordinator throughout the process. Check and Challenge session with the Towns Fund Delivery Partner to obtain feedback on the draft TIP. Opportunity to review and resubmit TIP if unsuccessful
Consultation and Engagement opportunities are restricted due to the local and national restrictions	Use of My Town website is the public interface for feedback of ideas / opportunities and challenges. Each project will identify interested parties / beneficiaries / those impacted. Detailed consultation will take place as part of the Business Case development post Heads of Terms Agreement.
Board Representation does not reflect the town in terms of demography and business representation.	Parameter for Board Membership / representation is prescribed by Government Prospectus and Guidance. Representation was open and based on Expressions of Interest from interested parties. Board has actively sought to reflect Town demography.

## 6. LEGAL APPRAISAL

The Council will follow the Town Fund guidance published by MHCLG in respect of the governance, management and administration of the Town Deal Programme.

The Town Deal Board is not a legal entity. The Council acts as the Lead Council and Accountable Body. As per the Terms of Reference, the Town Deal Board will serve as an advisory function to the Council.

Should a Town Investment Plan be successful, MHCLG will offer Heads of Terms for a Town Deal. The Heads of Terms are an agreement in principle for funding between the government, the lead council and the Town Deal Board. The Heads of Terms for a Town Deal will be in the form of a Memorandum of Understanding (MOU), signed by the Chair of the Town Deal Board, the Lead Council and by Ministers. The relevant MOU would also be attached to any funding that is allocated to each town.

The Heads of Terms will include:

- Allocated Towns Fund budget and financial profile;
- List of projects to receive funding and recommended assurance route for business cases;
- List of support agreed by other government departments (where applicable); and
- Key conditions and requirements.

The Heads of Terms contained in the MOU and final contractual arrangements for the overall programme and any project-specific funding agreements will be subject to review by the City Solicitor.

## **7. OTHER IMPLICATIONS**

### **7.1 EQUALITY & DIVERSITY**

The Towns Fund links to the Council's principle of making sure that council activity strives to secure better outcomes and equality of opportunity for everyone.

The Town Investment Plans will seek to ensure Keighley and Shipley are inclusive and prosperous towns. Moving forward it is anticipated that Impact Analysis will support individual projects.

Under the Towns Fund Guidance and Terms of Reference, the Town Deal Board is also responsible for fulfilling duties on public authorities under the Equalities Act, in particular, and the public sector equality duty.

### **7.2 SUSTAINABILITY IMPLICATIONS**

There are no significant sustainability implications arising out of this report.

Under the Towns Fund Guidance and Terms of Reference, the Town Deal Board is also responsible for undertaking Environmental Impact Assessments for selected projects.

### **7.3 GREENHOUSE GAS EMISSIONS IMPACTS**

In developing the TIP, Towns will need to demonstrate that their proposed interventions have taken account of the following clean growth principle: Investment from this fund should support clean growth where possible and, as a minimum, must not conflict with the achievement of the UK's legal commitment to cut greenhouse gas emissions to net zero by 2050.

### **7.4 COMMUNITY SAFETY IMPLICATIONS**

There are no community safety implications arising out of this report.

### **7.5 HUMAN RIGHTS ACT**

There are no significant implications.

### **7.6 TRADE UNION**

There are no significant implications

### **7.7 WARD IMPLICATIONS**

This report is relevant to the following wards in the District:

Shipley Town Deal:

- Shipley
- Windhill and Wrose
- Baildon

Keighley Town Deal:

- Keighley Central
- Keighley East
- Keighley West

- Worth Valley

## **7.9 IMPLICATIONS FOR CORPORATE PARENTING**

Not applicable.

## **7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT**

Not applicable.

## **8. NOT FOR PUBLICATION DOCUMENTS**

None.

## **10. RECOMMENDATIONS**

Executive is recommended to:

- i. Thank the Chairs and Members of both Boards for their continued hard work in developing the Town Investment Plans;
- ii. Welcome the exciting opportunity for investment in town and high street regeneration for Keighley and Shipley;
- iii. Delegate authority to the Strategic Director of Place in consultation with the Leader to consider and make decisions on recommendations from the Town Deal Boards;
- iv. Delegate authority to the Strategic Director of Place in consultation with the Leader to approve and submit the Town Investment Plans by 29 January 2021;
- v. Delegate authority to the Strategic Director of Place in consultation with the City Solicitor, Director of Finance and IT and the Leader to enter into a Memorandum of Understanding with the Heads of Terms as described in this report should the Town Investment Plans be successful.
- vi. Acknowledge and endorse the work and progress that has taken place to date;
- vii. Approve the Terms of Reference for Shipley and Keighley Town Deal Boards (Appendix 3);
- viii. Approve the Board Composition for Shipley and Keighley Town Deal Boards (Appendix 4);
- ix. Approve the Town Deal Boundary for Shipley and Keighley (Appendix 5); and
- x. Approve the Council's role as accountable body for the Town Investment Plans.

## **11. APPENDICES**

Appendix 1 – Prospectus [Towns Fund Prospectus](#) (November 2019)

Appendix 2 – Guidance [Towns Fund Guidance](#) (June 2020)

Appendix 3 – Terms of Reference – [Shipley](#) + [Keighley](#)

Appendix 4 – Board Composition - Shipley + Keighley

Appendix 5 – Boundary - Shipley + Keighley

Appendix 6 – Accelerated Funding Projects for Shipley + Keighley



