



Advisor's cover report for TDB 2nd October 2020

This paper presents the substantive narrative of Loughborough's Town Deal. This draft final Town Investment Plan (TIP) is reproduced in its entirety below. An approved version of this is due to be submitted to government with a MHCLG project appendix by the end of the month. Government, therefore, is the primary audience of the paper before you.

This report is presented to enable TDB Members to be clear on the content of our TD proposition(s). However, this is NOT the final document – which shall be designed and produced on-line following TDB approval and the Government Delivery Team Check and Challenge meeting on October 5th.

So, in reading and reviewing what is a 25 page, +/-9,900word document, please bear in mind that:

1. The final document will look much more professionally produced
2. It will contain multiple maps, images of key sites, figures and infographics – and probably, therefore, less words! Sometimes a figure or map showing the relationships between projects is much more impressive than a paragraph of text.
3. It may contain some additional clarifications following feedback from Government Delivery Team – signed off and agreed by the co-chairs, consulting with yourselves where necessary.
4. TDB can produce a public-facing summary document (e.g. 4 sides) post-submission, and arrangements are in hand to do this for your final submission.

Please also bear in mind, this is not the 'last word' in the Town Deal. Rather, to paraphrase a well-worn quotation, our submission later this month is 'the end of the beginning'.

For the TIP, it is the beginning of a negotiation with Government that we hope will result in a Heads of Terms of an investment agreement by the end of this year and a full agreement in 2021.

As I hope the TIP suggests, however, for the future of Loughborough post-pandemic, and for a genuine whole place, whole government 'Town Deal', it is the beginning of the conversations you will have locally with your communities and businesses about the town's medium and long term vision, values and priorities. And it is also the beginning of a conversation with Government about how much they believe in and wish to support Loughborough to achieve its full potential.

It has been a genuine privilege during an extraordinary period for me to get to know Loughborough and the major role players in the town represented on the Board. I wish circumstances would have enabled me to spend significant time in the place and to become acquainted with its people even more intimately. But it has nevertheless been a special and memorable exercise.

I believe the town can achieve great things – notwithstanding where we are today globally, nationally and locally. I hope the draft final TIP is a modest but positive contribution to that process.

In that spirit, I commend the report to you, and look forward to your feedback.

David Marlow
30th September 2020

Loughborough Town Investment Plan (TIP) – September 2020

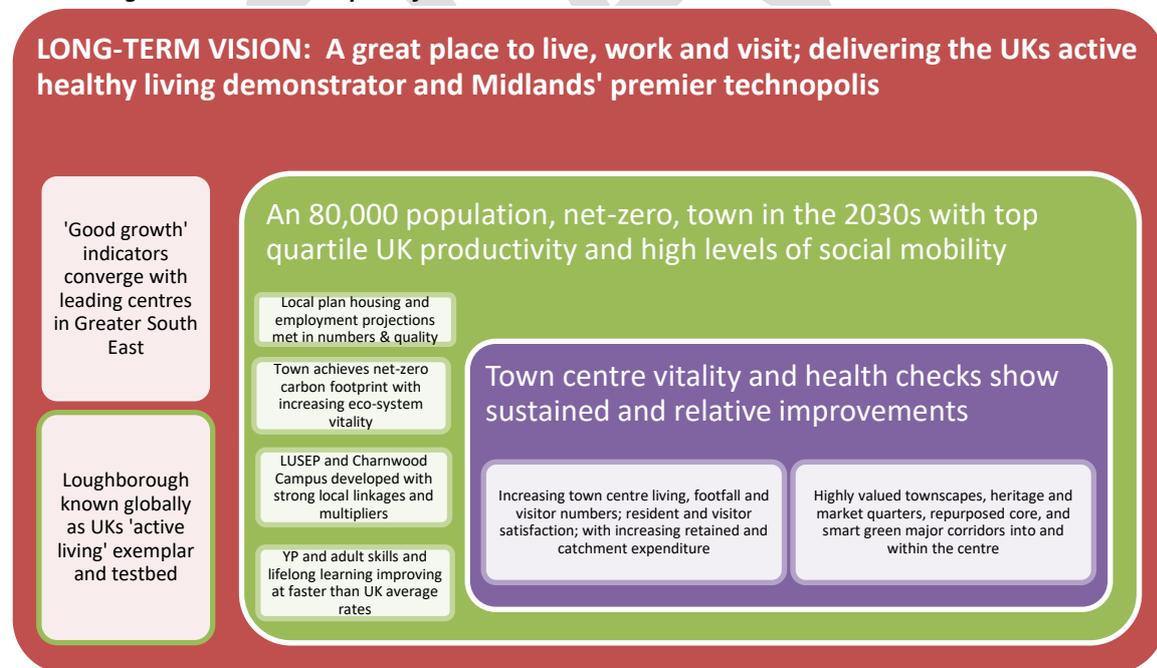
Executive Summary

Loughborough’s Town Deal (TD) proposals seek to unlock a literally unique opportunity for local, regional and national role players. In the long run, a successful Loughborough can become the Midlands’ premier technopolis of global quality, with a clear post-pandemic ‘**active healthy living**’ USP.

We are anchored by the only UK top-10 research-intensive university in any TD invitee, two Enterprise Zones at scale, in one of the best located, most accessible centres in all of England. **Loughborough’s ‘offer’ to the Midlands Engine and indeed the UK is genuinely of international quality and national significance.** A Town Deal – a proper whole-place, whole government collaboration – can deliver increased GVA and productivity, inclusive sustainable ‘good growth’ and ‘good jobs’. It can, over the long term, be as potent a contributor to the Global Britain brand as another Oxford or Cambridge. But perhaps even more important, in a post-COVID world, it will be the place where new approaches to active healthy urban living are incubated, trialed and demonstrated.

Loughborough’s full potential will only be realised, though, if the town can be made to work better as a post-COVID19 place, with all town communities and many more businesses being able to participate in its growth and development. And this is how our TD Investment Plan (TIP) proposals are framed. The UK and Midlands ‘prizes’ are long term and enduring – for the 2020s and beyond. But, first, **the Town Deal must lay the local foundations of the town as a great place to live, work and visit.**

Figure One: The conceptual framework



The TIP, therefore, seeks £29.4m capital and £2.3m revenue over 2021-26 from the Towns Fund to kickstart this transformation and sustain post-COVID19 lock down recovery.

These investments connect the global and national growth drivers and access corridors that tend to sit towards the edge of the town with the town centre and Loughborough’s existing and new residential communities. They repurpose and upgrade core retail areas and user/visitor experience, so the town centre has new important roles, functions and relevance. They renew the town centre’s rich heritage and ensure it plays a full part in the future. The Town Investment Plan (TIP) catalyses rebooting the economy and redressing low job and enterprise densities. It reskills and upskills the labour market and employability of young people not currently able to fully participate in the town’s vitality and success.

Figure Two: The TIP on a page

Towards an Active Healthy Living Demonstrator and Midlands technopolis	Town Deal pillars for a better sub-regional centre	Intervention framework themes	Illustrative anchor projects	Ambitious long-term and Town Deal programme results
Loughborough University as an exemplary anchor institution				
Scoping and building agreement with national, regional and local leadership teams for transformational project and programme development over 2020s and beyond	Making Loughborough work better as a place	<i>Local transport and digital connectivity</i>	Connected Loughborough for the primary east-west spine	<ul style="list-style-type: none"> • Consistent absolute and relative improvement on key sustainability, competitiveness and inclusiveness indices • Kickstarting a £1/2bn pa GVA town dividend by early 2030s on even modest convergence with Oxford & Cambridge • A TIP delivering and enabling significant number of new homes, employment space, new and safeguarded jobs, and key metrics of post-COVID19 urban living
		<i>Urban regeneration</i>	Town Centre's Living Loughborough and Developer Accelerator	
		<i>Arts, culture and heritage</i>	A coherent, connective Heritage Quarter	
	Equipping people, business and communities for the future	<i>Skills and employability</i>	Digital Skills Hub, and a TC Careers & Enterprise Hub Young Persons Employability & Life Skills	
		<i>Enterprise & Innovation</i>	A Wayfinder to link University eco-systems to local business growth Added value infrastructure & services for two EZs	
		<i>Community & Business ownership/engagement</i>	Microproject Capital Grant scheme	
Smart, green and innovative cross-cutting principles integral to and integrated in all interventions				

Underpinning the TIP’s nine interventions described in greater detail in Section Two are a number of innovations we believe will strongly differentiate Loughborough from many other Town Deals.

Firstly, the integral involvement of **Loughborough University (LU) as a new type of university anchor institution** casts fresh light on how civic university models – so sought by Government and places – might evolve in a post-pandemic world. Bringing LU’s knowledge and capabilities to bear on the societal, economic and environmental challenges of post-COVID19 urban living at scale is fundamental to Loughborough. But it can also be hugely important for all UK major urban areas outside London and the metropolitan regional centres more generally.

Second, and related to the first point, the establishment and operations of the **Loughborough Observatory** will ensure that TD and related programmes and projects are policy and evidence informed; and is an important instrument for continuing community involvement.

More widely, though, it will test Observatory and digitally-informed intelligence and knowledge hubs for smaller centres in a way that has not been done before sub-nationally outside the largest metros – with major potential read-across and benefits to all Towns Fund beneficiaries and other non-metropolitan centres.



Third, we explicitly recognise and address two existential challenges of pre- and post-pandemic places in the UK. How do we redress the hollowing out of town centres in the face of retail contraction as a physical activity? And how do we bridge divides between the life outcomes and values of often outward, forward looking beneficiaries of high value knowledge and technology economies, with those often more nostalgic for the way things used to be and less-equipped to deal with step-change?

Formulating the TIP was not easy during a national and local lockdown. But community involvement was integral and influential. Our Governance structures ensured a breadth of explicit community engagement. Our on-line surveys and qualitative thematic focus groups harvested a depth of insight and local sentiment. This profoundly influenced the shape and character of the TIP – the town centre focus, and the priority for active, healthy, urban living outcomes for all trumping one-dimensional town centre physical regeneration or edge of town knowledge economy growth strategies.

The TIP focuses our physical interventions on creating a post-COVID19 shock **'Living Loughborough' in the town centre**. Our skills and enterprise interventions bring the College and University back into the centre for the first time in a generation. And the town centre and out-of-town economic drivers are integrally linked by a digitally smart and sustainable transport corridor.

We acknowledge that, on its own, the TIP cannot resolve the tensions/questions posed above. But it is the start which, with a whole Government Town Deal response, can catalyse a resolution.

This is related to our final distinctive USP. Loughborough has the underlying assets and capabilities to be highly credible as an (maybe even 'the') UKs **'active healthy living demonstrator'** at scale. For approaching 70,000 current residents growing to over 80,000 in the 2030s, active healthy living post-COVID19 is about green and smart communities – old and young, prosperous and those at risk of being left behind. It is about innovation and delivering change effectively in order to improve wellbeing, inclusion and civic pride.

Our proposals include the further development work so we can offer the Midlands and UK a credible testbed for how places adapt in the 2020s. With this approach, the TIP can provide important, relevant urban models for other UK places, and economic and commercial opportunities for Global Britain.

A Town Deal may be no more than a transaction between government and 100 towns to approve and deliver an investment programme that helps those towns better manage the challenges of the early 2020s. To be clear, this dimension is immensely helpful and valuable for Loughborough.

However, for some towns, the deal can be the launch pad for repositioning a place to play nationally and regionally significant roles and functions through the decade and beyond. This is the essence of the Loughborough Town Deal. Our TIP is an invitation to Government to embrace the UK and Midlands most credible active health living demonstrator and technopolis. We seek Government commitment above and beyond investment funding. A whole government, whole-place, approach will improve the town, but also achieve exceptional value for Global Britain and the Midlands.

We hope the propositions below will enthuse Government as much as they have energised the town. We look forward to working with Government and other partners to bring them to fruition.

Summary infographic to be inserted in this page

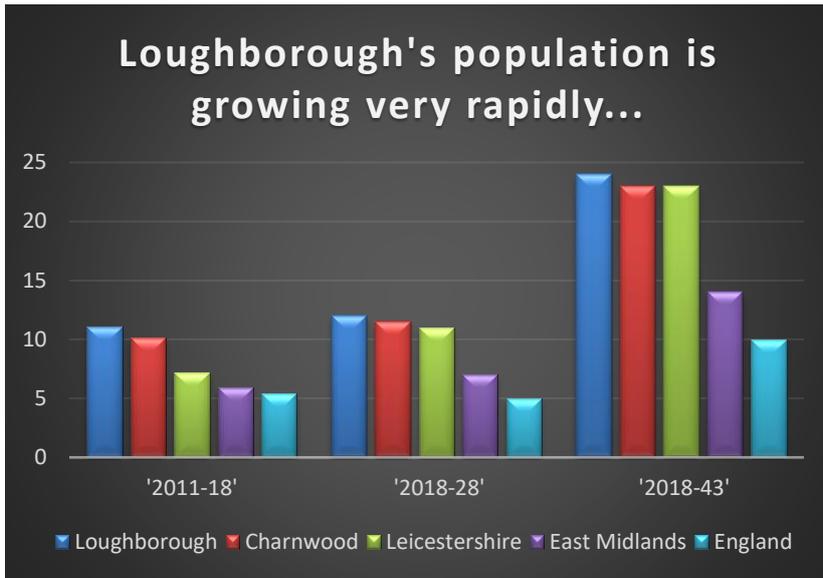
Includes info such as....

- Leicestershires' largest urban centre
- Population growing at over double England averages to over 80,000 in the 1980s
- Younger, with stronger skills and occupational profiles than County, regional and local averages
- LU is a large top-10 research-intensive university – ranked best for sports sciences in the world
- Loughborough College is a TEF gold provider and one of the highest ranked Colleges in the UK
- The Enterprise Zones at LUSEP and Charnwood Campus are 50% larger than Oxford and Cambridge Science Parks combined
- Loughborough is at the centre of a tri-city East Midlands city-region with over 2m population, East Midlands Airport, HS2 station and East Midlands Development Corporation prime sites all under 30 minutes drive time
- Loughborough has been selected to host the UKs largest Lighthouse Lab, the first Life Sciences Opportunity Zone, and is a key contributor to the new High Potential Opportunity Area for Rehabilitation – all major relevant post-COVID19 priorities
- ALSO include other relevant positives that might surprise the Government reader less familiar with Loughborough than we are!

YET.....

- Loughborough has the GVA and productivity metrics of a traditional 'left-behind' Midlands town
- Its main nationally and internationally significant economic drivers and its major national transport corridors are detached from the town centre
- The town contains the most deprived LSOA in Leicestershire, a further LSOA in the most-deprived 10%, and a further two in the bottom 20% - the only such LSOAs in the whole of Charnwood
- The town has disproportionate reliance on Manufacturing and Education – two of the Areas of Economic Activity subject to the most change post-pandemic and at most risk from new global and technological developments
- The town centre looks tired and jaded in parts, has periods of high congestion, perception and image is weak, and some areas have high ASB concerns – especially on the edge and gateway areas
- Investment in key town centre land and property sites has been slow and sometimes sub-optimal – and this is likely to increase in the 2020s without proactive public enabling and financial support

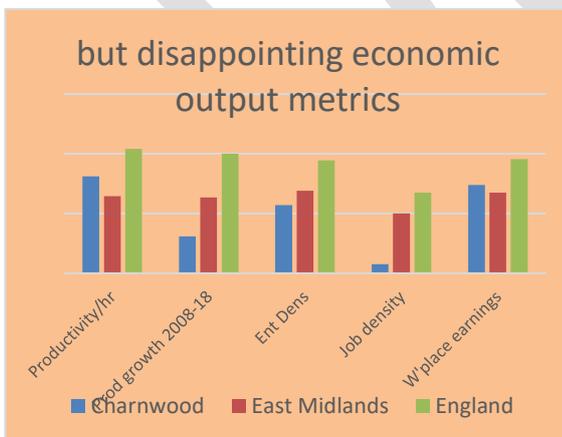
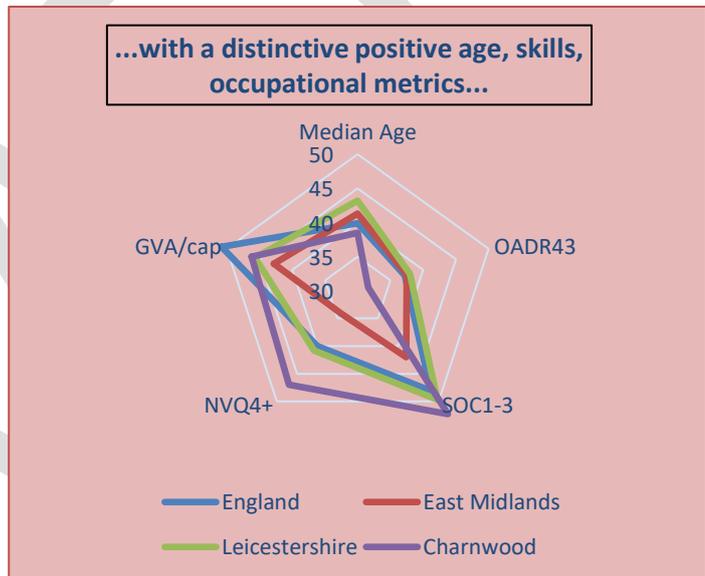




Loughborough's 2018 population (67,000) is growing rapidly. It is forecast to grow at over double England averages and faster than East Midlands, Leicestershire and even Charnwood rates through to 2043, and exceed 80,000 during the 2030s.

With a built-up area of 1450 hectares, the town has a density (46/ha) of city character – very similar to Nottingham and Derby.

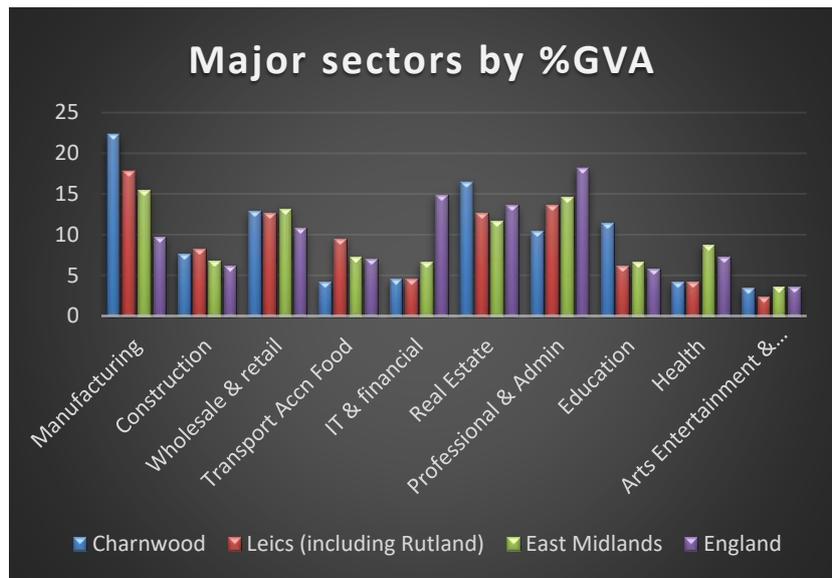
Loughborough is younger and has a stronger skills and occupational profile than county, regional and even England averages. By 2043 its Old Age Dependency Ratio will still be below the England average today! This youthful, skills-rich profile is epitomised by the University with over 17,000 enrolled students and the College with over 11,000. This is augmented by typically over 1,000 net UK internal migration pa which is likely to increase further as out-migration from metros increases post-COVID19.



Yet, despite this demographic dynamism, Loughborough is far from fulfilling its economic potential. GVA per capita and economic metrics like productivity are much more typical of Midlands averages (so well below England); job and enterprise densities are even lower; and the gap between residential and workplace median earnings is very high. Loughborough's self-containment is only around 50% (53% in 2011 census) with up to 40% of economically active residents commuting to outside the borough (principally Leicester and the North West Leicestershire area around the airport).



The economic structure of the town is similarly distinctive and different to the rest of the Leicestershire Local Enterprise Partnership (LEEP) and the regional geography. Strongly dominated by manufacturing and education, perhaps by virtue of proximity to the three major East Midlands cities, Loughborough is less strong in ICT, professional and business services that often drive local growth – and, perhaps surprisingly, in health and care.



Finally in terms of core metrics, Loughborough has two neighbourhoods in the 10% most deprived in the Index of Multiple Deprivation (2019) and a further two in the bottom 20% - the only such neighbourhoods in Charnwood including the most deprived in Leicestershire outside the city. All four are adjacent to the town centre itself.

The town’s assets and strengths: The statistical profile above can only be interpreted and understood with reference to the qualities of Loughborough as a place.

It genuinely is one of the best located and most accessible towns in England – and arguably the best located in the East Midlands. Loughborough is at the centre of the East Midlands’ three major cities – Derby, Leicester and Nottingham – with a 2m+ population within 30minutes drive time. It is very close to East Midlands Airport, the HS2 station and East Midlands Development Corporation prime sites. It is on the M1 and Midlands Mainline with regular services to London in 80 minutes. How could there not be low levels of self-containment with this type of accessibility? But this is also a huge TD opportunity to access all the strengths of Midlands labour and residential markets, business services and industrial supply chains, drawing value from them.

Loughborough University (LU) is a top-10 UK university with widely recognised global quality capabilities and at the apex of a rich education eco-system.

Loughborough University student enrollment on its 440-acre single site Loughborough campus is +/- 18,000 (including close to 3,000 international enrollments), with an employment headcount approaching 4,000. With annual turnover of +/-£300m, the latest economic impact study suggested a national impact approaching £1bn GVA pa and 14,400 FTE jobs – with over half of this accruing to the LLEP area. With a TEF Gold teaching rating and a top-10 England REF research rating Loughborough ranks near the very top of UK. The QS World Rankings places LU as the world’s best university for sports-related subjects whilst it is first nationally on a number of other subject areas including Building, Communications and Information Management.



Loughborough College (LC) – on a campus opposite LU in West Loughborough – is similarly ranked gold in TEF degree teaching ratings and outstanding in other areas like Apprentices. However, its main functions in the town and region is as one of the leading colleges in the UK for further education college, sixth form and apprenticeship delivery. LC has around 11,000 learners and 900 staff. It produces strong metrics in learning outcomes, employment progression and staff performance. It is currently enhancing its core offers with both T-Level, Institute of Technology and most recently ‘kickstart’ developments – and will be a key role player in post-COVID19 economic and social recovery planning.

Beyond LU and LC, Loughborough has some distinctive qualities in education provision, albeit alongside a more typical distribution of performance at all levels. Of particular significance, the independent Loughborough Schools Foundation brings together four schools and a nursery on a major campus adjacent to the town centre. Drawing from a wide catchment, they offer provision from six weeks to 18 to over 2500 school age pupils and nursery enrollees.

Loughborough is an important Midlands and LLEP centre for high value, knowledge-based growth and manufacturing. It hosts two large LLEP Enterprise Zone sites, the UKs first Life Sciences Opportunity Zone, and has a very strong manufacturing sector of national significance. It has also recently been designated a Wave Two High Potential Opportunity Area for Rehabilitation – an even more important aspect of wellbeing post-COVID19.

Loughborough University Science and Enterprise Park (LUSEP) on over 260 acres adjacent to LU is one of the largest science park designations in the UK. Already hosting over 80 organisations from start-ups to global businesses and national HQs, together employing over 2500 staff, it is one of two LLEP Enterprise Zones (EZ) in the town.

Charnwood Campus – formerly a major Astra-Zeneca research facility – is the other EZ. On 70 acres in the north of the town, it is designated the UKs first and currently only Life Sciences Opportunity Zone – offering a range of laboratories, office spaces and development opportunities in a tailored life sciences and pharmaceutical research eco-system. It has recently been asked to host a large Lighthouse Lab as part of the national COVID19 response and recovery strategy



Together, ***the EZs are around 50% larger than Oxford and Cambridge Science Parks put together!*** Over their development lifecycles they can potentially have at least a similar impact in terms of jobs, business growth and economic multipliers for Midlands Engine and UK.

More widely, Loughborough hosts major large national and global manufacturers – 3M Healthcare (pharmaceutical), Fisher Scientific (scientific instruments), Intelligent Energy (fuel cells), GL Industrial Services (engineering and scientific), Brush UK (power generation) are all based in Loughborough. It hosts a range of strategic company role players like Morningside Pharmaceuticals, and also niche specialists like the UKs only remaining Bell Foundry – an important, iconic part of the Town Deal.



In summary, Loughborough is the largest town in Leicestershire – young, dynamic and growing rapidly. It has superb accessibility, a world class research-intensive university, major development sites focused on high value, knowledge-based enterprise at scale, and a strong manufacturing base. ***Can a transformational Town Deal turn around mediocre economic outcome metrics particularly relevant to post-COVID19 recovery to deliver step change in local wellbeing and national success?***

Major challenges facing the town: Just as the statistical portrait suggested key strengths, it also signals significant weaknesses further elaborated here. As is often the case, each strength has related down-sides – but there is perhaps a more fundamental part of the narrative that merits explanation.

Loughborough as an archetypal struggling Midlands sub-regional centre – the very reason Towns Fund was created – but sitting alongside and within a place with global and national strengths.

Aggregate socio-economic performance is at or around Midlands averages – so well below national averages, let alone levels in the higher performing areas of London and Greater South East. The town also sits apart from the more sedate and sometimes affluent villages of rural Leicestershire – evidenced, for instance by well above national average crime incidents per capita compared to very modest rates in the rural hinterlands. In short this is a major urban centre, with all the complexities and many of the tensions of less-advantaged Midlands large towns. This underperformance is sustained and exacerbated by three major divides – looking outwards, separation of opportunity from tackling disadvantage, acute seasonality and talent leakage.

Looking outwards: Loughborough's strengths cluster towards the outskirts of the town rather than in a vibrant centre. So key components of Loughborough's current success look outwards rather than inwards to the town. LU, the College and LUSEP are on the way to Junction 23 of the M1, an area which will also host the large Sustainable Urban Extension (SUE) of 3,200 new homes. Charnwood Campus is just off the A6 on the road to the Airport. Even the station – with its excellent connectivity – is 10-15 minutes walking distance east of the town centre – making a long east-west primary spine from there through the centre to the college, university, LUSEP and SUE.

Separation of opportunity from tackling disadvantage: A second big divide is between those that participate in and benefit from these strengths, and those that do not. To some extent this is shown in the high resident-workplace earnings gap. The average resident surplus of almost £70 per week above workplace earnings is 40% more than the borough figure, 50% above Leicestershire and over five times the regional gap. Yet workplace earnings remain over £40 per week below the England average. Those with better qualifications and occupational capabilities more easily access the wider regional labour market – driven at least partly by low local job and enterprise densities.

At its most extreme, outward commuting of 47% of Loughborough's employees with significant flows to neighbouring districts and the three cities indicates the low job densities in general and some lack of breadth of opportunity compared to larger neighbours. Similarly, the last University impact study suggested retention of LU graduate earnings in the whole of Leicester & Leicestershire is between 8-16% - illustrating the loss of talent. Heidiplus analysis of graduate outcomes provides graduate retention data showing LUs record for the East Midlands as a whole (14% for first degree) is very poor compared to ALL other regional averages – tending to support the talent retention deficit.



Those outside the premier education, manufacturing, and other high value business eco-systems, or who are less likely to commute outwards, have a more normal distribution of skills levels compared to regional and national averages with some areas of acute low participation and attainment.

At its most extreme, this shows up in the four neighbourhoods in the most deprived 20% of England's LSOAs – the only such neighbourhoods in Charnwood and the worst performing in Leicestershire. These are all on the edge of or adjacent to the town centre itself, with physical as well as social and environmental domain-level deprivation.

Seasonality and the day/night divide: Finally in terms of the great divides, the preponderance of the education sector – LU, College and schools – means acute changes of character out of term time when students are on holiday (although clearly LU and College are open throughout the year). Similarly, the way the town works as a place for living and working means there is a definite gap between day and night-time economies – especially given the attractions of neighbouring cities.

A town centre with dynamics towards hollowing out: The most recent health check for the town centre recognises reasonable levels of vitality, some 'jewels' particularly in townscape, heritage and open space; recent improvements; and a strong Love Loughborough BID. The town was described as discharging its roles as a 'provincial market town' and the largest retail centre in Leicestershire after the city and its adjacent centres.

However, overall and confirmed by our consultation responses, the town centre looks dated and jaded in parts. Several of the heritage areas are in need of repair. It suffers from problematic access and circulation especially at peak times and along east-west and north-south corridors. The route from station to the centre is quite lengthy and through a weaker area of the town's offer. There is also an imbalance between the north and south parts of the centre. Vacancy rates – especially in secondary and peripheral areas are high – and might be expected to increase post-COVID19.

Whilst it can be argued that, pre-COVID19, Loughborough was holding its own as a provincial market town (our emphasis), none of the recent analyses suggest that it is well-placed to play a full town centre role for a rapidly growing town with global, national and Midlands roles and functions.

The town's drivers of growth and development are outside the centre. Threats to commercial and retail cores from accelerated post-COVID19 contraction, increased home working, and adjacent deprived neighbourhoods are clear threats. With relatively vibrant local town/village centres nearby, three major cities and regional out-of-town motorway-accessible centres like Fosse Park, without proactive intervention the town centre is as likely to suffer increasing hollowing out over the 2020s as continuing to perform satisfactorily.

Slow pace of development and change: The weaknesses above have been exacerbated by the relatively slow pace of attracting and delivering investment, especially transformational investment at scale, in the town. The two EZs are large and will take perhaps a generation to reach their full potential. Progress since designation has been patchy. Similarly, the town centre had a new masterplan adopted as recently as 2018, but, to date, the opportunity sites identified are proceeding in a piecemeal way – with definite lock down hiatuses. In particular land and development challenges need to address flood risk constraints, and a sub-optimal pattern of ownership of developable sites at scale.

A key challenge is for the Town Deal to use the launch of the agreement, and the resources available to implement it, to kickstart and accelerate what has hitherto been an unremarkable pace of delivery.

A disproportionate post-COVID19 risk: Finally, in terms of challenges, all towns will face major post-COVID19 recovery risks. These are particularly acute in Loughborough. As the narrative explains, Loughborough’s dependency on education and manufacturing – two of the most impacted sectors by breakdown according to the OBR April 2020 base scenario – means the town is likely to have a GVA and employment impact significantly worse than the rest of the country. In more tangible terms, the University – as with other universities – is facing genuine existential threats; and the manufacturing sector has both a major post-COVID19 and a post-Brexit rebooting to deliver.

This makes the Town Deal as an instrument of recovery even more important and decisive over the coming period.

Key Opportunities for the town and evidence of need: Building on the narrative above, the Town Deal Board produced a high-level SWOT in June 2020 on which we consulted fully (see below).

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Younger, higher skills, better jobs and growing faster than regional and county averages 	<ul style="list-style-type: none"> • High levels of out-commuting for some higher earners, and of seasonality when university is closed
<ul style="list-style-type: none"> • Global quality university with relevant assets and capabilities for future town development & wellbeing 	<ul style="list-style-type: none"> • Town centre needs continual evolution and pace of development has sometimes been slow
<ul style="list-style-type: none"> • Superb international gateway, national and regional location and access 	<ul style="list-style-type: none"> • Four central neighbourhoods on edge of town centre are among most-deprived 20% in England
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> • Leverage University, Enterprise Zones and other assets and relevant capabilities to make Loughborough a genuine global, national and regional knowledge hub 	<ul style="list-style-type: none"> • National/regional post-lockdown economy reduces domestic demand, levels of private investment, and appetite for innovation – with amplified university and manufacturing dimensions that highly impact the town
<ul style="list-style-type: none"> • Use Town Deal and associated opportunities to make Loughborough work well as a cohesive, inclusive place 	<ul style="list-style-type: none"> • Business closures and/or rationalisation increase need for reskilling and enterprise support beyond local capacity and resources to deliver
<ul style="list-style-type: none"> • Reasonable suite of long-standing plans and projects which can be made investment-ready relatively swiftly 	<ul style="list-style-type: none"> • Social distancing and new public health requirements accelerate contraction of high street and reduces footfall in the medium term

Many place-based strategies are founded on leveraging the strengths and opportunities whilst mitigating weaknesses and managing threats. How this is addressed by our Town Deal is described in greater detail in the following sections of this document. However, as is appropriate for a contextual chapter, an illustration of our approach is given in the table below:

Evidence of Need relevant to proposed projects	Key TIP Opportunities
<ul style="list-style-type: none"> Major changes to manufacturing and other industries requires rapid, high quality and tailored reskilling and business development - especially in areas such as digital and technical skills 	<ul style="list-style-type: none"> Use town's rich education and enterprise assets – especially LU & College – to address structural and post-COVID19 economic and employment changes
<ul style="list-style-type: none"> Loughborough does not work as well as a place as it should – particularly on major corridors and within the town centre itself. There are acute congestion hotspots at peak times in the centre and around the University/College; and bus and cycle infrastructure and services require major improvement. 	<ul style="list-style-type: none"> Develop sustainable transport corridors, accelerate town centre repurposing, and make the centre a more pleasant user/visitor experience. Particularly address major east/west and north/south spines of which the former corridor is the more important and congested.
<ul style="list-style-type: none"> The town centre is perceived as jaded and dated in parts with poor circulation and some risks of ASB. Whilst footfall and catchment data has been average/satisfactory, competition from online and neighbouring cities and out of town centre will accelerate post lockdown and accelerates the need for town centre reimagining and repurposing 	<ul style="list-style-type: none"> Focus TIP on measures that increase and diversify the offer of the centre, improve circulation and public perception. Encourage new important occupants into the centre (e.g. LU/College). And do it in a way that increases resilience and reduces carbon footprints.
<ul style="list-style-type: none"> Whilst having a number of iconic, important heritage sites and highly valued open spaces in the town centre, these are in poor condition and/or are not being used as much or as well as they might be 	<ul style="list-style-type: none"> Refurbish key parks and buildings to improve both the user experience and to add new important assets and capabilities to the town's local and national offer
<ul style="list-style-type: none"> The town is set to grow to over 80,000 population in the 2030s with 5,000 new homes – and also has major development sites with a continuing high flood risk 	<ul style="list-style-type: none"> Bring forward flood risk management schemes to make existing and development sites safer and reduce costs and risks of flood damage
<ul style="list-style-type: none"> All towns need to contribute to UK carbon reduction commitments and to the public's ambitions for environmental and ecosystem vitality 	<ul style="list-style-type: none"> Use the Town Deal to accelerate and add value to a smart, green theme as integral to Loughborough's future vision and priorities
<ul style="list-style-type: none"> A number of communities are not participating in or benefitting from Loughborough's strengths & success 	<ul style="list-style-type: none"> Town Deal to prioritise interventions which link strengths with tackling disadvantage, inclusive growth and social mobility

Finally, for this section, however, we wish to present the key opportunities for Government – your ambitions for post-pandemic recovery, Global Britain, levelling-up, and more specifically the Towns Fund that a Deal with Loughborough presents.

Loughborough presents the only TD opportunity to test how a global research-intensive university can assist drive growth, recovery, resilience and levelling up agendas in a town at scale

Of the 100 TD applicants, only 13 have an indigenous university. Of those thirteen, Loughborough is by far the highest ranked nationally, globally and in key research areas for relevant post-COVID19 recovery capabilities – sport and active living, health and life sciences, engineering (including smart urban systems). Only seven of the thirteen universities are in free-standing towns (the others are in multi-university conurbations), and Loughborough University is the largest of these.

If the Midlands Engine (ME) & Government wishes to create a non-metropolitan, high knowledge-based, globally connected and renowned technopolis with an impact similar to Oxford and Cambridge, Loughborough is probably the only place in ME where this can be done successfully.



Loughborough's rapid population growth, with a younger stronger skills and occupational profiles, two EZs – one on one of the three largest Science and Enterprise Parks in England and the other designated as the UK's first Life Sciences Opportunity Zone, have development potential 50% larger than Oxford and Cambridge Science Parks combined. This is in a location at the centre of the East Midlands' three major cities, with a 2m+ population 30minutes drive time catchment, very close to East Midlands Airport, the HS2 station and East Midlands Development Corporation prime sites, on the M1 and Midlands Mainline with regular services to London in 80 minutes.

In summary, we believe that a Loughborough Town Deal is a key opportunity for Government – with national and Midlands Engine benefits well beyond the intrinsic outcomes for the town itself.

The Town Deal process should be used as the hook on which a discussion about this narrative can proceed – and we have included elements in the TIP which will ensure those discussions can be evidence-based and robust. Ambitious Town Deals are premised on a whole-place approach. We hope and request that the deal also includes a whole-government contribution – policies and programmes beyond the specific financial ask of the TIP will be as crucial as the specific ask if Loughborough is to make its optimal contribution to Midlands and Global Britain's future success.



Strategy

Town vision, headline outcomes and targets for 2030 and beyond: Our Town Deal has been the catalyst for a major re-visioning exercise for the town. This is quite distinctive from and sits above the TIP – which is the portfolio of interventions to progress the town towards our vision.

Prior to Town Deal, Loughborough's orthodox identity was presented as a provincial market and university town. As a Board, TDB discussed and then consulted on whether the 2020s post-COVID19 ambitions should be primarily about seeking to successfully return to this orthodoxy, or whether the town should be more forward and outward facing.

Although there are a breadth of opinions and perspectives, ultimately the Board are proposing the town is more ambitious and futures-oriented than hitherto; that Loughborough should seek to achieve its full potential; and that, in any event, the pre2020s provincial market town is neither unique enough, nor likely to provide a viable, resilient equilibrium over the coming period.

Therefore, we are engaging locally to popularise and wish to discuss with Government, a vision of:

“Loughborough as a great place to live, work and visit – offering residents, communities and business the opportunities and well-being to participate fully in the town’s development; known globally known for active healthy living, & the Midlands premier knowledge and science hub.”

The headline outcomes for indicating progress towards this vision include:

- Sustaining population growth at least at twice England averages and achieving a population above 80,000 in the 2030s
- Delivering improvements in a basket of indicators measuring ‘good growth’ performance over the 2020s (e.g. productivity, enterprise density and dynamism, skills, environment, health and health inequalities, social mobility and income distribution) which demonstrate convergence of performance with selected more advanced Town Deal and comparator locations (e.g Milton Keynes, Swindon, Norwich, Northampton as TDs; Oxford, Reading, Brighton, York as comparators). For instance, closing 1/3 of the GVA per capita gap with the Oxford/Cambridge average increases GVA by over £1/2bn pa [constant prices] by the early 2030s. Achieving this with top quartile productivity and average UK jobs and enterprise densities (they are currently well below average) would raise this to over £1bn pa from 2018.
- A range of specific outcome indicators whose quantities will be modelled, including:
 - Delivering strong Local Plan projected housing and employment growth
 - improving relative performance of the four Loughborough most deprived 20% LSOAs
 - Charnwood’s ranking on the UK Competitiveness Index
 - Loughborough University retaining its global #1 ranking for sports related subjects – at least insofar as UK national and Europe regional rankings are concerned
 - Increased occupancy of LUSEP and Charnwood campus in accordance with their respective phased EZ development plans
- We wish to discuss and agree the appropriate outcome baskets with Government and the delivery group during TD negotiation of Heads of Terms – but are suggesting five-yearly review periods in 2025 and 2030



Towns Fund request and short summary of projects: Loughborough TDB is requesting a Towns Fund contribution of £29.4m capital and £2.3m revenue over the 2021-26 period. It also recognises expenditure of £750,000 capital as a 2020/21 quick win precursor to the main programme.

GIF Category	Projects/comments	TIP amounts
Foundation and cross-cutting interventions	<p>Two interventions which lay the foundations for a smart, sustainable, enduring, resilient TIP and for its future success locally, regionally and nationally</p> <ul style="list-style-type: none"> • Loughborough University as an anchor institution (LUTDAI) – LU providing their knowledge and technological capabilities to equip the town residents, communities and businesses for the future, to assure investors that the TIP is policy and evidence-led AND as a model/demonstrator for other TDs • Physical resilience – cofunding a necessary Environment Agency programme to remove flood risk barriers to existing and future developments • Capacity funding – a continuation of Government support @£100kpa x 5 to ensure and assure robust programme delivery management and review 	£3.2m
Transport & Digital Infrastructure	<ul style="list-style-type: none"> • Connected Loughborough – An early wins and major design scheme for the town's primary east-west spine connecting Station – Town Centre – College – University – Science Park/EZ – West Loughborough SUE to M1 in a digitally-enabled physical infrastructure and mobility as a service corridor • Electric Loughborough – A programme of investment in electric vehicles, charging points and cleaner energy systems 	£3.6m
Urban regeneration, planning and land use	<ul style="list-style-type: none"> • Developer Accelerator – A development instrument to bring forward at least four strategic town centre sites - Southfields, Limehurst, Town Hall, Cattlemarket – for housing, commercial and leisure redevelopment at scale, giving the centre new and relevant post-pandemic roles and functions 	£8.2m
	<ul style="list-style-type: none"> • Living Loughborough – The BID-led repurposing of the core retail and market centres with a possible POD-based transport system along the main TIP corridor 	£4.3m
	<ul style="list-style-type: none"> • Public realm gateways, access and open spaces – Three CBC-led schemes to improve how the Gateways, access routes and parks feed the core town centre 	£2.1m
Arts, Culture and Heritage	<ul style="list-style-type: none"> • Taylor's Bell Foundry, Generator and Grand Central Railway – securing restoration and business growth to the UK's iconic last surviving Bell Foundry; and major improvements and reuse to two further heritage assets in town centre • Riverside regeneration – upgrading 2kms of historic national water corridor passing through town centre – linking heritage quarter, town centre and station 	£3.6m
Skills & Employability	<ul style="list-style-type: none"> • A new town centre Careers and Enterprise Hub – College run but connecting them and LU skills, enterprise & innovation eco-systems into town communities and businesses, and repurposing the High Street • College Digital Skills Hub – Major T-Level, Apprentices and Kickstart learning centre to accelerate town transition to AI and post-COVID skills and employment • Generation Loughborough – Associated Employability and Life Skills support for 5,000 YP especially focused on disadvantaged groups and communities 	£3.8m
Enterprise	<ul style="list-style-type: none"> • LU enterprise & innovation eco-system development (in LUTDAI project but funding shown here) – cofunding of Sports Park 4 and establishment of the Wayfinder scheme to connect businesses into LU E&I eco-system 	£1.8m
MICROPROJECTS	<ul style="list-style-type: none"> • A small capital community and business grants scheme for those unable to articulate demand and bring forward full proposals during lockdown 	£1.1m
TOTALS	Total programme WITH MATCH = £110m so a MATCH:TIP ratio of 2.9:1	£31.7m

Strategic Plan: Based on the contextual analysis, ambitions and headline objectives described above, the Town Deal Board has developed the following programme-level Theory of Change:

	SUMMARY	INDICATORS	MEANS of VERIFICATION	RISKS/ ASSUMPTIONS
GOAL	<ul style="list-style-type: none"> Realising Loughborough's full potential in the 2030s as an 80,000+ population premier regional centre in the Midlands Engine with consistently high levels of resilience, sustainability, wellbeing, inclusion and innovation 	<ul style="list-style-type: none"> Loughborough's 'triple bottom line' performance improvement will match and exceed that of relevant high-performing comparator places (e.g. Oxford, Bath) by 2030 	<ul style="list-style-type: none"> A bespoke index will be assembled – drawing on 'good growth', 'thriving places' and other relevant indicators ONS, Government, regional and local statistics assembled in a composite basket of indicators 	<ul style="list-style-type: none"> National, regional and local policy contexts enable and support Loughborough's triple bottom line ambitions – in a scenario where UK broadly recovers from COVID19 and other major shocks and disruption CBC has powers, resources, capabilities and commitment to deliver change effectively
OUTCOMES	<ul style="list-style-type: none"> Loughborough functions well as a place – with a vibrant centre and cohesive communities and neighbourhoods Loughborough's people, communities and businesses are well equipped for post-lockdown recovery and long-term success Loughborough is a smart (digitally enabled) sustainable regional centre known for its innovation and adaptability 	<ul style="list-style-type: none"> Local Plan housing and job projections customarily exceeded Town Centre Health Check consistent performance improvements LLEP LIS & recovery programmes fully delivered in Loughborough/CBC area Consistent improvement against selected indexes – e.g. Sustainable Cities, IMD, UK Competitiveness Index 	<ul style="list-style-type: none"> A Loughborough and Charnwood 'mini-Observatory' will be established as part of Town Deal & CBC recovery plan to track local, regional and national statistics relevant to the outcome indicators specified Where necessary specialist exercises will translate regional/nat'l data into Loughborough-specific intelligence 	<ul style="list-style-type: none"> Resident, Business and government confidence in Loughborough Town Deal and Recovery Plans is high and sustained UK and regional recovery plans, US, Local Plan and TD are approved promptly, resourced properly and delivered managed effectively Strong local resilience established to manage future economic, social and environmental shocks
OUTPUTS	<ul style="list-style-type: none"> Town Deal investment projects delivered on time and budget and achieve agreed outputs Complementary and related changes are also delivered effectively Local community and business confidence in the TD and recovery process is high and sustained throughout the TD period 	<ul style="list-style-type: none"> TD gateways approved 2020-26 Local, regional, national and other relevant policies and programmes meet their own targets/requirements Periodic qualitative and quantitative market research of resident and business sentiment is positive 	<ul style="list-style-type: none"> TD reporting requirements TD Board, Stakeholder and other sub-group self assessment and periodic market research/community consultation exercises CBC, County, LLEP, reports required for other policies and programmes 	<ul style="list-style-type: none"> Strong TD proposition and final TIP approved promptly and resourced adequately Counterpart project funding available Project sponsors/delivery bodies perform well Community involvement/ownership sustained Related and synergistic interventions can be identified and progressed satisfactorily
ACTIVITIES	<ul style="list-style-type: none"> TD/TIP proposition submitted by 31/07/20, authorised during Autumn, and proceeds to full sign off within 12 months TIP projects progress design, development and secure counterpart funding in 2020/21 Ways found for potential early win and shove-ready schemes to start activity TIP2021-26 proceeds as envisaged in TD agreement with government 	<ul style="list-style-type: none"> TD/TIP approved by TDB, submitted by 31/07/20, authorised during Autumn 2020, formally launched within 12 months, with complete programme delivery thereafter Some projects and initiatives are supported to proceed prior to formal TD approve and launch 	<ul style="list-style-type: none"> TD/TIP documentation – including required reports 2021-26 CBC, County, LLEP, regional and national impact and recovery reports Regular meetings of TDB, stakeholder and sub-groups, with updating of TD web site and other community involvement 	<ul style="list-style-type: none"> TD/TIP Submission meets government requirements and is authorised for timely development and delivery Wider national, regional and local recovery plans enable a relatively smooth turnaround which allows TD/TIPs to be approved TIP projects able to develop compelling full business cases securing counterpart funding No further existential national/local shocks

Towards an Active Healthy Living Demonstrator and Midlands technopolis	Town Deal pillars for a better sub-regional centre	Intervention framework themes	Illustrative anchor projects	Ambitious long-term and Town Deal programme results
Scoping and building agreement with national, regional and local leadership teams for transformational project and programme development over 2020s and beyond	Making Loughborough work better as a place	Local transport and digital connectivity	Connected Loughborough for the primary east-west spine	<ul style="list-style-type: none"> Consistent absolute and relative improvement on key sustainability, competitiveness and inclusiveness indices Kickstarting a £1/2bn pa GVA town dividend by early 2030s on even modest convergence with Oxford & Cambridge A TIP delivering and enabling significant number of new homes, employment space, new and safeguarded jobs, and key metrics of post-COVID19 urban living
		Urban regeneration	Town Centre's Living Loughborough and Developer Accelerator	
	Equipping people, business and communities for the future	Arts, culture and heritage	A coherent, connective Heritage Quarter	
		Skills and employability	Digital Skills Hub, and a TC Careers & Enterprise Hub	
			Young Persons Employability & Life Skills	
		Enterprise & Innovation	A Wayfinder to link University eco-systems to local business growth	
Community & Business ownership/engagement	Added value infrastructure & services for two EZs			
Microproject Capital Grant scheme				
Smart, green and innovative cross-cutting principles integral to and integrated in all interventions				

Our strategic plan framework is shown opposite.

To progress an ambitious, nationally significant vision, the town needs to work well as a place; an increasing number of businesses, communities and residents need to be equipped to play a positive role in the town's development; and change needs to be smart, green and innovative. The off-centre positioning of key assets and access corridors needs to be mitigated; low jobs and enterprise densities with modest workplace productivity should be turned around.



The **golden threads** of the strategy are what give it coherence and impact.

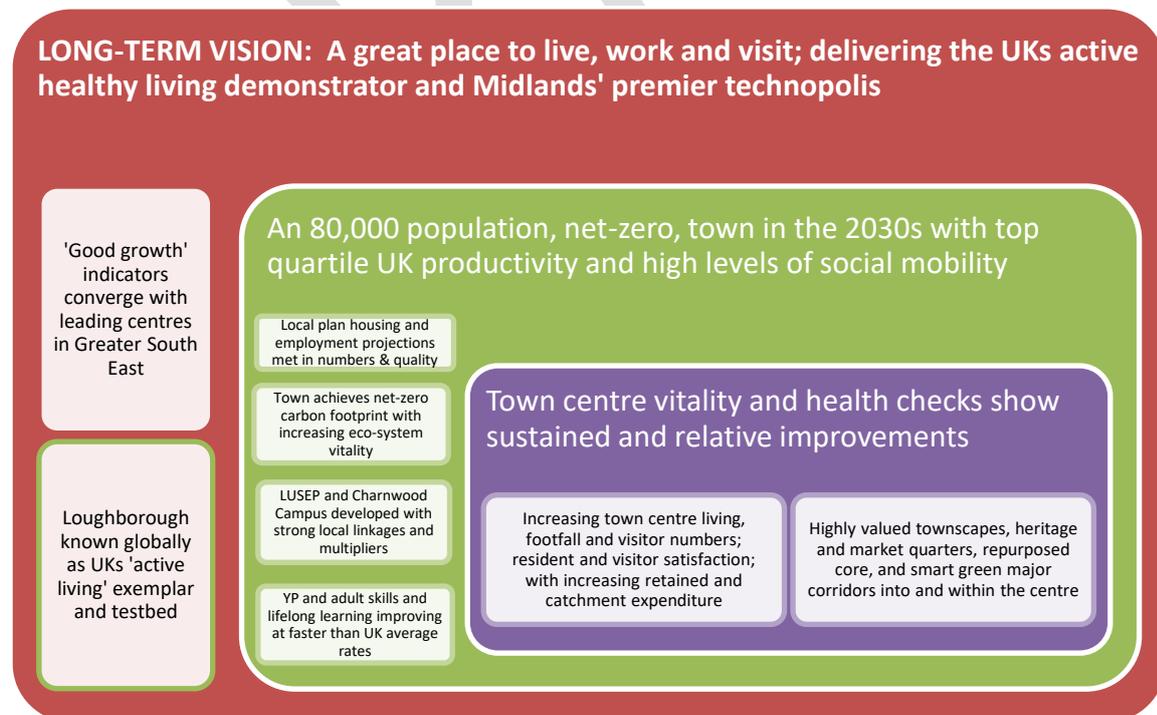
The TIP is the catalyst and precursor for nationally significant transformation – as an active healthy living demonstrator and technopolis. Its focus is to get the town centre (TC) working much better - enabling new TC roles and functions (Urban Regeneration, Arts and Heritage) and stronger connectivity to the station, M1, and major economic drivers LU, EZ, and College (Transport and Digital Connectivity).

To build cohesion between and across communities and businesses with different ambitions, perspectives and outcomes, they need to be equipped to face both pre-COVID19 trends (demographic, green and digitalisation/AI) and different post-pandemic futures (public health awareness, new emerging industries and technologies, young person career uncertainties, accelerated prior trends).

A portfolio of digital skills, enterprise support, and people-focused gateways and ladders of progression – some of it delivered in the town centre and others connecting it to the EZs – equips those most vulnerable to change to Loughborough’s assets and capabilities. A small community and business grants scheme ensure that those disadvantaged in formulating propositions during the lock down have further opportunities to engage during TIP delivery.

Finally, the golden threads redefine how the University and College engage with the town as post-pandemic anchor institutions. It deploys the University’s knowledge and technology capabilities to ensure the TIP is policy-led, evidence-informed, generates a depth and breadth of evaluation and learning, scoping and shaping the town’s longer-term, larger national and regional roles and functions.

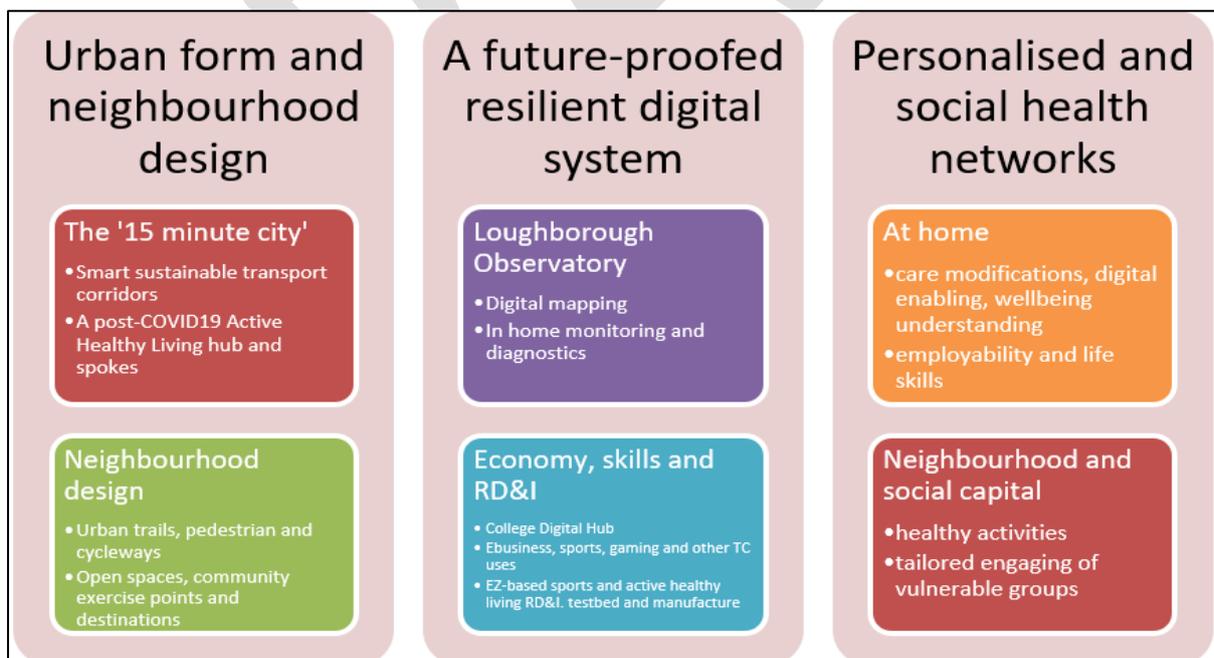
Objectives, targets and priorities: Our headline outcomes and targets outlined above are positioned in the most ambitious Town Deal option shown below:



Self-evidently, a high ambition hierarchy of objectives, targets and priorities is both generational in timescales, and requires much more than a Town Deal in stimulus.

Our TD targets and priorities, therefore, are much more about kickstarting this process with a focus on the purple and green intervention priorities in the figure above. For instance:

- Delivering local plan housing and employment projections will be assisted by flood resistance and mitigation works, the TD enabling urban living in repurposed town centre land and properties at scale, and by progressing a green transport corridor from the centre to the station to the east and the major employment areas and new sustainable urban extension to the west.
- The net-zero ambitions will benefit from TD green interventions – the aforementioned corridor, electric vehicle infrastructure and services, and renewable energy improvements
- The LUSEP/College local linkages and multipliers include bringing incubation, careers and job shop services into the town centre; as well as stronger links between LUSEP and Charnwood Campus tenants, local businesses, young people training and employability.
- YP and adult skills, lifelong learning and enterprise densities, will be supported through digital skills hub, a range of apprenticeship, T-level and kickstart opportunities, and the LU Wayfinder
- Upgrading townscape and distinctive architecture are integral to the town centre physical regeneration projects proposed
- Underlying all these targets is a focus on **Active Healthy Living (AHL)** post-pandemic. Loughborough’s University and Business capabilities in active living, health and life sciences, and engineering can inform the design and repurposing of the town and the wellbeing and values of residents from all communities – especially those less advantaged. A preliminary illustrative framework for this bigger and more enduring venture is:



A key element of the TIP – in the LU as an Anchor Institution project is the scoping and codesign work to progress the AHL demonstrator roles of the town – both for local benefit and to make a tangible contribution to Midlands Engine levelling up and Global Britain growth ambitions.



Tracking and learning from the TIP and Town Deal: One of the distinctive features about the proposal will be our Observatory – effectively a local Policy and Evidence Hub. Our approach in this regard may have major read-across for other TDs and place-based strategies more widely.

With the support of the University, and hopefully UKRI, we intend to establish a Loughborough Observatory to ensure TD and TIP intervention strategies are evidence-based and their impact reviewed and evaluated robustly. One of the first tasks of the Hub will be to firm up the targets and indicators of achievement of the TD theory of change – including a bespoke ‘good growth’ index that can form an integral part of the Heads of Terms and eventual agreement. In the medium term it will also be part of the channels for continuing engagement, and also animate the process of defining and developing the active healthy living demonstrator (AHLD).

Therefore, we consider this exercise has important regional and national relevance – testing and developing mini-Observatory solutions for Towns Fund and other smaller places; and for elaborating menus for targets and indicators for other place-based strategies including Towns Fund recipients.

Synergies and alignment: The Town Deal TIP need to be part of and a catalyst to a whole town approach with both an internal coherence AND synergies and alignment with wider public policy and programmes. Our proposals have a leverage and match public funding ratio that varies across individual projects, but which delivers an overall leverage of 2.9:1.

Internal coherence has been explained above. For instance, the focus on the town centre links the four major development sites and the Living Loughborough core area with the heritage quarter, and the gateways, access and parks public realm improvements. - supported by the east-west transport spine,

University/College collaboration in the TC Hub offers business, labour market and learners a joined-up offer – with Generation Loughborough supporting less advantaged Young People onto the ladder.

But, with the best will in the world, a £32m TIP over five years needs to realise synergies with a much wider cohort of Government programmes and funding streams. The further guidance suggests a number of potential policies and programmes, and the TIP relates to these in the following ways:

Govt alignment	TIP synergies and alignment
One Public Estate	• The release of three major CBC town centre sites (Southfields already housing several public bodies) provides an opportunity for public estate rationalisation and redevelopment on a whole town basis
DCMS	• The Heritage Quarter schemes are already applicants for some DCMS/Lottery match. Connected Loughborough and the longer term AHLD is part of a digital connectivity approach to discuss with DCMS in terms of smart future city infrastructure and services for large towns and smaller cities
DfE	• Loughborough College schemes are already participants in FE Capital, T-Level and IoT programmes. Generation Loughborough is an innovative attempt to bridge the gap between knowledge economy major players and less advantaged Young People and may be of interest to DfE for future evaluation, replication and scale up
DEFRA	• A number of schemes will contribute directly to the 25YEP – whilst the AHLD has major public health/25YEP interfaces. The EA flood prevention scheme is a direct cofunded project with the FCERM strategy
DIT	• The recent designation of LLEP area as a HPOZ for Rehabilitation has direct read-across to the AHL focus of the Deal – and, alongside the EZs and LSOZ merits detailed discussions with DIT on synergies and alignment
DfT	• Strong smart sustainable transport theme – especially for the Connected Loughborough project which is likely also to be a future candidate for LLEP LTB support
DWP	• DWP is an occupier of the Southfields site. The site’s redevelopment is an opportunity to consider future DWP arrangements in town and to adapt them to align more closely with TIP employment and reskilling opportunities
MHCLG	• The major redevelopment sites will help meet and may benefit from future MHCLG brownfield housing and other planned development programmes – whilst the SUE’s delivery will be more assured by TIP investments

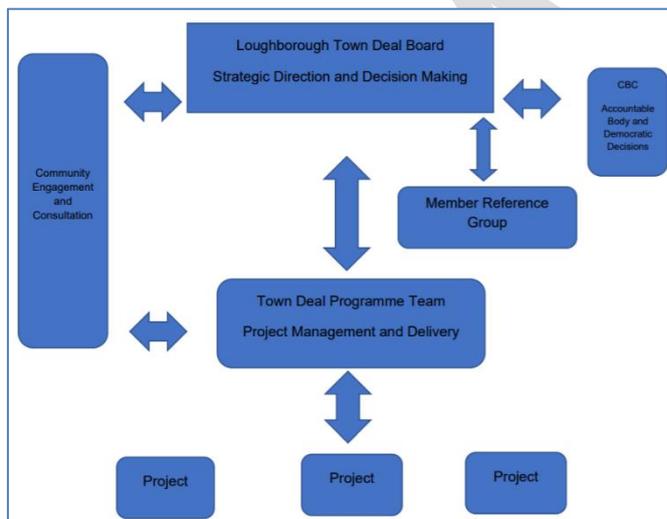


In addition, Loughborough's two Enterprise Zones and the UK's first Life Sciences Opportunity Zone are already major considerations for LLEP and Midlands Engine programmes. The M1 J23 and A512 major road schemes are key enabling investments for the development of LUSEP and the town's 3,200 home Sustainable Urban Extension (SUE). As a research-intensive university, LU is well tied in with UKRI and departmental research programmes – and indeed our Observatory project is a specific TD offer to current UKRI priorities.

In summary, the Town Deal is both a catalyst and enabler for major new initiatives – especially from the business sector – and also well-aligned to realise the benefits of complementary existing public investment strategies particularly at LLEP and Midlands Engine levels.

Whilst some dimensions of Government's place-based approaches to post-COVID19 recovery planning remain work-in-progress, and pre-lock down strategies like the LIS or the Shared Prosperity Fund should be progressed during future spending rounds, we are confident that synergies and alignment are strong features of our TD.

Engagement and delivery – The whole approach to the Town Deal has set out to be as inclusive and engaging as possible, with considerable effort put into adapting channels of communication and participation in the light of the COVID19 lock down.



The Governance of Town Deal included a **Partnership Board (TDB)** in line with Government Guidance, **Community Engagement Group** and **Members Reference Group** of all Loughborough elected councillors – Borough and County. Governance structures and meetings of all three groups is publicly documented with members' declaration of interests, agenda papers and minutes available online.

A **Town Deal website** established in early 2020 posts news, documentation and opportunities to get involved.

A social media campaign – including **twitter** feed – has been operated by the CBC Communications Team since January and has remained live throughout the year.

The Town Deal approach to consultation and involvement builds on extensive public engagement in exercises like the Town Centre Masterplan and Local Plan, regular resident /customer surveys about service and living in Loughborough issues and historic and ongoing regular liaison with community and business groups. Loughborough Town Team and the Charnwood Economy and Skills Group, along with independent bodies such as Love Loughborough and LATi Ltd are channels which provide views and feedback on how the town should be developed and move forward. Links with resident associations, community centres and the voluntary sector also provide important and relevant data and views.



In late February 2020 the Council, on behalf of the Loughborough Town Deal Board, carried out an [online survey](#) which canvassed public views about Loughborough. The survey was designed to enable the Board to ‘test the water’ of what the community likes about the town and what types of things town deal funding should be spent on. It was based on the Government prospectus areas of potential town deal investment (Urban regeneration, skills and enterprise, connectivity plus an ‘other’). Over 250 people responded, and in March/April their views were iterated with a follow up survey of all members of the three Governance Boards (around 40 individuals involved in most of the main organisations with a footprint in the town). Our advisor also conducted bilateral interviews and a design/strategic choice exercise with individuals and the collective Governance structures.

After this initial involvement work, we identified stakeholders from the following categories:

- Local/National Government
- partners
- businesses
- education and skills
- heritage
- residents and community groups
- internal audiences

The best ways and channels to engage with them throughout the summer included them:

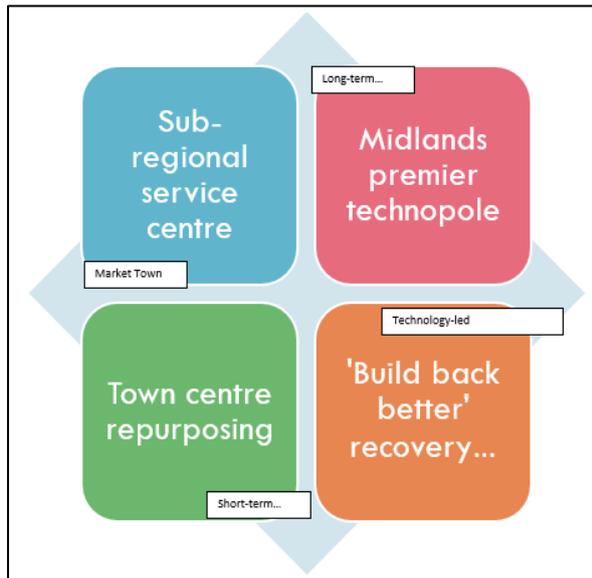
- Participating in the Community Engagement and Consultation Group
- Being part of the Town Deal board itself
- Through the consultation exercises, including by contacting stakeholders and groups to either take part in the online consultation or be part of the online focus groups
- Through the Member Reference Group
- Through a Virtual Chat with officers which was open to all members of the public

Due to the pandemic, consultation moved basically online from March – with further resident and business surveys, six virtual thematic focus groups (business, young professionals, households with children, empty nesters/retirees, students, a group of Loughborough users/visitors who are not residents) and an open online ‘coffee and a chat’ with the CBC comms team. MEL Research ran the focus groups and survey, producing a [comprehensive report](#) of findings.

In June, the TDB approved a [proposition draft/statement of intent](#) based on socioeconomic analysis, and preferences expressed through the February – May period. This was posted on the TD website, promoted through the social media campaign, and formed the basis for consultation thereafter.

Concurrently, the CBC project team and TD Advisor held bilateral meetings with business, public agencies and other potential investors who might seek TIP assistance. Following publication of the Government Further Guidance on June 15th a [project proforma](#) was produced, circulated widely to known interested parties and promoted on the TD website to enable project ideas to be submitted for consideration in the TIP. By September 1st, over 25 proformas had been returned to the TD Advisor, the majority of which were credible proposals for inclusion in a draft TIP. In addition, a number of private sector town centre proposals complementary to the TIP were known to be at an advanced stage of development – the four most prominent of which are deliverable with some sort of Developer Accelerator contribution.

Community priorities and building a widely supported TIP: The TDB and two advisory groups discussed community consultation, involvement and the results of each exercise at every meeting. Any process with integrity, as this has been, will surface a diversity of perspectives. The challenges of undertaking a long term participative visionary exercise in the midst of a global pandemic and local crisis whose resolution relies on social distancing are particularly acute. However, TDB is satisfied they have been able to debate the breadth of strategic views on the future of the town and have enabled community activists to connect to formulate specific propositions.



Leadership of Loughborough’s Town Deal prospectus and TIP ultimately is about value judgements and balance across the key strategic choices. TDB have chosen a balanced approach rather than a winner-takes-all binary choice.

There are differences of opinion between some who see TD priorities as short-term recovery and those who want the Town Deal to be a catalyst for long-term transformation. This difference is spread fairly evenly across communities of interest. TDB represents this balance in a TIP which includes both ‘shovel-ready’ and more aspirational investments – ideally seeking win-wins between the two in as many schemes as possible.

The more existential challenge for TDB is to balance those whose nostalgia is for the rather sleepy provincial market town they remember from their past with those who see the town as a dynamic, outward and forward-looking pace-setter in the region and post-pandemic urban living. Although not universal, these perspectives tend to be differentiated by age and between those who were born and bred in the ‘sleepy market town’ and those attracted to Loughborough by the university, modern industry, and Loughborough’s central, accessible location.

TDB leans towards the more ambitious top right quadrant of the matrix above. However, the TIP is explicitly founded on giving benefits to all communities in the form of a revitalised, safe, repurposed town centre with accessible, green open spaces and a strengthened heritage offer (so the two left-hand quadrants). More innovatively, the emphasis on reconnecting the global, national and regional operators in the town (e.g. university, enterprise zone businesses etc), with the town centre and local communities provides the digital and technological environment for engagement of older and less advantaged communities in the town’s outward and forward-facing success (right side quadrants). Further, the focus on residents, and especially young people, in the disadvantaged wards is prioritised in interventions like the Careers & Enterprise Hub (now enabling ‘kickstart’ provision) and the explicit targeting of Generation Loughborough – whilst the Heritage Quarter and other public realm improvements will assist in catalysing further potential public and private investment in these areas.

In identifying interventions in the TIP which address all four quadrants of the matrix, TDB believe this balanced strategy does respect a breadth of community sentiment inclusively – and provides the foundations for a cohesive town of over 80,000 population in the 2030s.



Of course, community involvement was not only about strategic choices. A number of important design dimensions of the TIP portfolio and its individual schemes are informed by local feedback to revitalise the town centre; make the town greener and smarter, cleaner and safer; connect priority corridors (especially station – centre – College/University – LUSEP/SUE); celebrate the heritage; and widen employment and business opportunities – especially for those most impacted by lock down and at risk during the recovery period.

Business involvement: Major investors in Loughborough TIP include the University, College, public agencies like Environment Agency, national and regional trusts (e.g. Youth Sports, Canal and Rivers), local trusts and CICs (e.g. Taylor’s Bell Foundry, Great Central Railway) and the local authorities. Most of these are businesses in their own right, and some of them (e.g. Generator CIC) are matched with private sector business investment.

TDB’s approach to private sector involvement in the TIP has been positive, catalytic and enabling. Private sector direct role players and intermediaries (e.g. TDB Co-chair, Love Loughborough BID, LLEP) are involved on TDB and each of the sub-groups. Individual meetings have been held with existing private sector landowners, investors and developers including Charnwood Campus, KC Suri, Loc8me, Evolve, Carillon Properties, YELKAR. Their portfolio of commitments in and to Loughborough amount to over £250m and their best intentions over the 2020s envisage investments of at least £100m.

Unsurprisingly, the private market is uncertain and risk aware in the ongoing pandemic and economic crisis. But they will accelerate investment if this can be de-risked by the Town Deal and will shape it to Town Deal purposes if they are able to work in partnership with a TDB backed by Government. The rationale and genesis of the Developer Accelerator is an explicit response to business demand that meets these needs for four major town centre sites which can deliver hundreds of homes, thousands of square metres of business space and three genuine new ‘quarters’ of a repurposed town centre.

The Development Accelerator will provide an investment of 10-15% of private costs in return for both an accelerated delivery timeframe and improved social value from the approved scheme. The TIP includes up to a £8m accelerator provision for four schemes identified in our discussions with business. We also prioritised Limehurst Quarter in the 2020/21 CBC Town Deal early wins programme. It enables this to be progressed to contract(s) during 2021 and the twelve-month business case development window – with major construction commencing in 2022.

More broadly, in terms of business involvement, the whole ethos of the TIP is about connecting local business with the global and national capabilities already in and around the town – most notably on LUSEP and Charnwood Campus.

The £750k 2020/21 Capital Investment Grant is mainly allocated to a Town Centre Careers and Enterprise Hub which explicitly enables local SMME and labour market engagement with the whole College and University skills, enterprise and innovation eco-system. The University Wayfinder builds on this by providing a business accelerator and linkages from the town centre clients to the University Incubation and Innovation services which will be as relevant to businesses transitioning in response to post-pandemic challenges as to new knowledge-based, priority growth sector SMEs. Finally, the



microprojects proposals will enable small and micro-business relocations and small property repurposing in a flexible manner as post-lockdown 'new normals' evolve.

Approach to post-COVID19 turnaround and recovery: TD Further Guidance requires commentary on TD contributions to post-pandemic recovery planning.

Government's economic and fiscal strategies during the crisis management phase have been unprecedented and highly interventionist. Funding has been made available for labour market (e.g. furlough schemes), sector support (e.g. tax holidays) and for increased spending (e.g. NHS). For early recovery planning, Government published a largely public health-oriented [recovery strategy](#) in May and 'The next chapter in our plan to rebuild' in July.

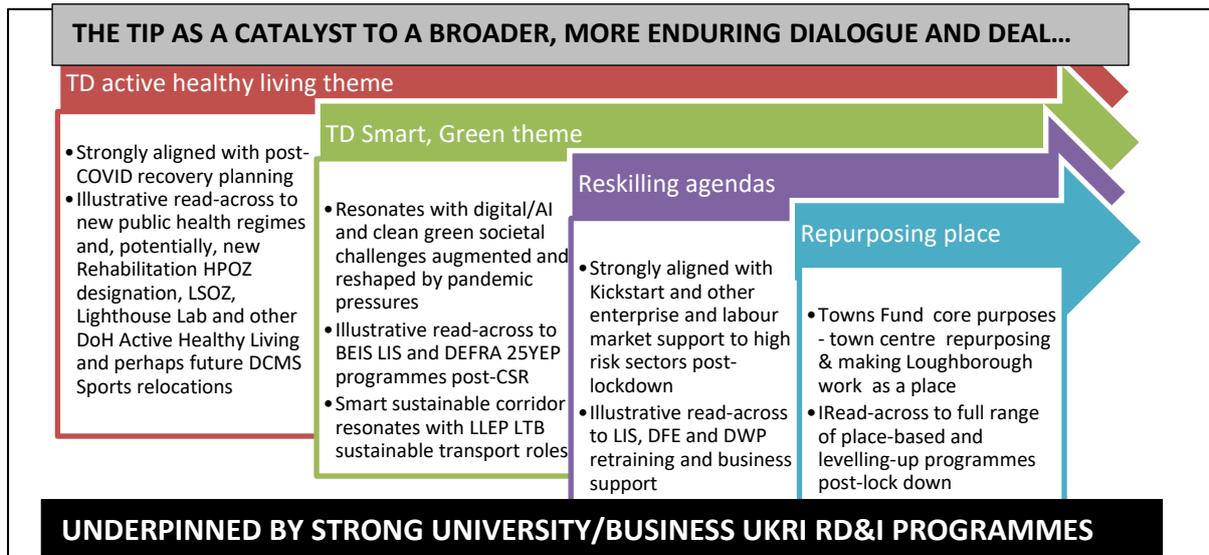
[ONS reports](#) the UK is now in by far its deepest recession since records began with the 22.1% fall almost four times larger than the 6% GDP fall during the 2008-09 Global Financial Crisis and six times the 4.1% fall during the 1973 Oil Crisis. Short-term forecasts are heavily caveated by uncertainties, but with many more downside than upside risks. The [OBR's July 2020 analysis](#) suggests real GDP falls in 2020 in the range -10.6% to -14.3% and unemployment rising to 9.7 – 13.2%. with medium term (i.e. to mid-2020s) 'scarring' of 3-6% in reduced GDP and 2.4 – 4.7% in structural fiscal damage.

CBC's initial strategic recovery planning baseline – drawing on LLEP and LLRLRF commentary – suggests Loughborough's outcomes may be 1% worse than this without specific intervention, due to the Borough and the Town's high dependency on Education and Manufacturing GVA and employment – two of the more at risk sectors nationally.

TDB's TIP strategy was always to see programme funds as a catalytic enabler rather than a stand-alone investment programme. This must be particularly the case in the light of Government's own fiscal plans and programmes under constant review.

Given this context, Loughborough's TD vision and strategy is explicitly framed to facilitate negotiation with Government around optimum short and medium-term contributions to recovery. This builds for instance on the recent Wave Two HPOZ designation for rehabilitation, the decision to locate the UK's largest Lighthouse Lab at Charnwood Campus, and the College's leadership role locally and regionally in the business kickstart programme. NONE of these were anticipated when the Town Deal was launched, but all are testament to Loughborough's relevance and importance to post-COVID19 turnaround. All make the case for the TIP as the beginning of a whole-place, whole government deal rather than as the endpoint.

Alignment can build on and go beyond Government's Annex Two list. The figure below provides an illustration of a framework for that Heads of Term negotiation. For instance:



Business case development and deliverability: Most projects and interventions are being undertaken by large bodies familiar with Treasury Green Book appraisal disciplines and/or are seeking Town Deal as top-up funding for other investment programmes already subject to those disciplines. We expect and require projects included in the agreed Heads of Terms to build on their submitted proformas and the Section Two TIP to complete Green Book compliant Business Cases within 3-9 months of Heads of Terms announcements. The project sponsors and funding programmes covered by this requirement include:

Project sponsors/accountable bodies with business case capabilities and familiarity	Funding programmes in which TD match should already be Green Book compliant
<ul style="list-style-type: none"> • Loughborough University 	<ul style="list-style-type: none"> • LLEP
<ul style="list-style-type: none"> • Loughborough College 	<ul style="list-style-type: none"> • Departmental programmes (e.g. DFE, DfT, DCMS, DEFRA etc)
<ul style="list-style-type: none"> • LAs (LCC and CBC) 	<ul style="list-style-type: none"> • BEIS and UKRI
<ul style="list-style-type: none"> • Environment Agency 	<ul style="list-style-type: none"> • ACE and Lottery

We believe £24m (over 75%) of the TIP falls into one or more of the cells in the table above.

For the BID, Electric Loughborough, Generation Loughborough and for Microprojects funding, the TIP proposes establishing a Loughborough Town Deal assurance and support hub, Accountable Body validated, with a clear Local Authority partner assuring each application. We would like to discuss with Government whether continuations of TD capacity funding might be available for this and associated TIP-assurance purposes. This will not only provide Government and TDB with assurance on governance and value-for-money but will assist smaller project sponsors with proportionate business case development and capacity building. The assurance and support hub might be located within or alongside the Loughborough Observatory – thereby benefitting from potential additional university capabilities and support.



High level delivery plan: TDB delivery arrangements will build on what is considered the successes of the development phase – i.e. the TDB and two sub-groups including community engagement, with a CBC project team, internal board, and accountable body support. The existing engagement groups will be kept in place and we will continue to use the town deal website, social media, the media, partner networks, Council website and other communications channels to explain progress on the Town Deal and to seek the views of the community and business. A post-submission Engagement Plan will be produced and considered by the Board.

For these and programme delivery management reasons, we wish to discuss continuation of capacity from the TIP revenue ask. The high-level delivery plan, therefore, is:

October – December 2020

- o Negotiation and agreement of Heads of Terms (HoT) with MHCLG and other partners
- o Continued leadership from TDB and sub-groups including Community Engagement
- o Continued technical support from CBC Project Team and Internal Board
- o Establishment of shadow assurance and support hub
- o Support to TIP projects with business case development requirements

January – March 2021

- o Completion of early wins 2020/21 programme
- o Reform of Governance and project development arrangements in light of HoT
- o Transition of shadow assurance and support hub to substantive status

2021/22 – operationalisation of the full TD TIP

It is envisaged that TDB will continue to provide leadership and oversight of the Deal over the life of the programme, with CBC providing accountable body arrangements.

September 2020