

A photograph of a park scene. On the right, a large, leafless tree stands against a clear blue sky. On the left, the sun is low on the horizon, creating a bright glow and casting long shadows. A path leads through a grassy area towards a fence in the background.

TONBRIDGE TOWN CENTRE

Programme and Governance for the Development of Tonbridge

Three horizontal yellow bars of varying lengths, stacked vertically.

Tonbridge and Malling Borough Council

February 2024

EXECUTIVE SUMMARY

This report summarises the outputs from the collaborative process that was undertaken by Tonbridge and Malling Borough Council (the Council) and the Mace team in understanding how the Council can deliver on the objectives defined in the Phase 1 review of the Tonbridge Town Centre assets.

Sitting alongside the appraisal of four options for the East of High Street (see separate report) this report outlines the following:

- A summary of the ten prioritised programme objectives developed in the first phase of work.
 - Wider availability of housing Typologies
 - Connection of existing assets
 - Healthy Lifestyle
 - Facility Alignment
 - Strengthening the town brand
 - A diverse economy
 - Revenue stream creation
 - Visitors and tourism
 - Attract different groups
 - Exceeding net zero
- Identify the key current programme workstreams, what activity has been completed, is in progress or is yet to start and the respective interdependencies.
- Tools to evaluate existing and new activity against the prioritised programme objectives from phase 1 and the risks, opportunities, and dependencies with respect to the programme objectives.
- The delivery routes available to the Council, from shaping policy through to self-delivery, and the associated implications of these. Also, the role the Council may play in progressing activity.
 - Policy Maker & Statutory Authority
 - Catalyst
 - Landowner
 - Developer
 - Funder
 - Landlord
 - Operator
 - Occupier
- Proposed changes to internal governance and the effective use of five case business cases for select projects.

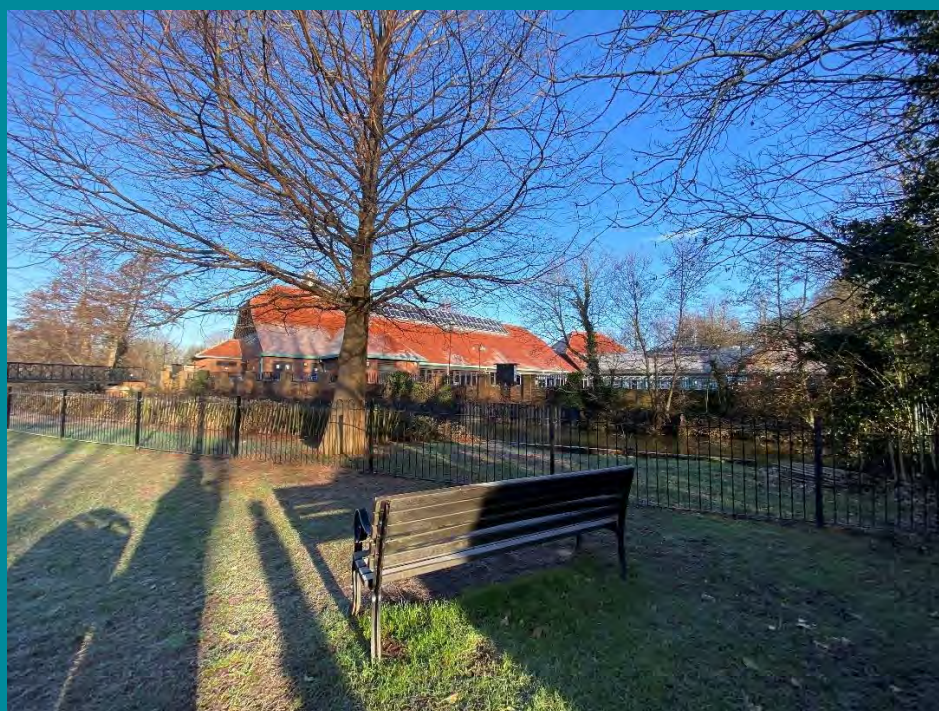
As a team, we would like to offer our gratitude to all the stakeholders for their time and enthusiastic engagement in the workshop process. As with Phase 1, it is clear that the Council has a passion for the future of Tonbridge and, as Members and officers, are committed to utilising the resources and tools available to build on the town's success and nurture its further growth into a thriving, resilient and sustainable place.

CONTENTS

1. Introduction.....	1
Context	1
Outcomes of Phase 1	2
2. Programme & Governance.....	6
Programme	6
Governance	12
3. Next Steps	10

1

INTRODUCTION



1. INTRODUCTION

Context

Tonbridge and Malling Borough Council (TMBC) appointed Mace previous to this commission to assist in defining and agreeing the Council's strategic priorities for Tonbridge Town Centre, reviewing the land, and building assets, and identifying any potential development opportunities. The purpose of this commission is for TMBC to build on this foundation in shaping the aspirations into a framework of projects that can be managing and undertaking an options appraisal of the largest site within the town centre.

Background

Tonbridge is a market town located on the river Medway in Kent in the Southeast of England. Tonbridge lies 29 miles Southeast of London and has a population of just over 41,000 residents. The town is easily accessible from London (35-minute commute) due to its convenient rail links.

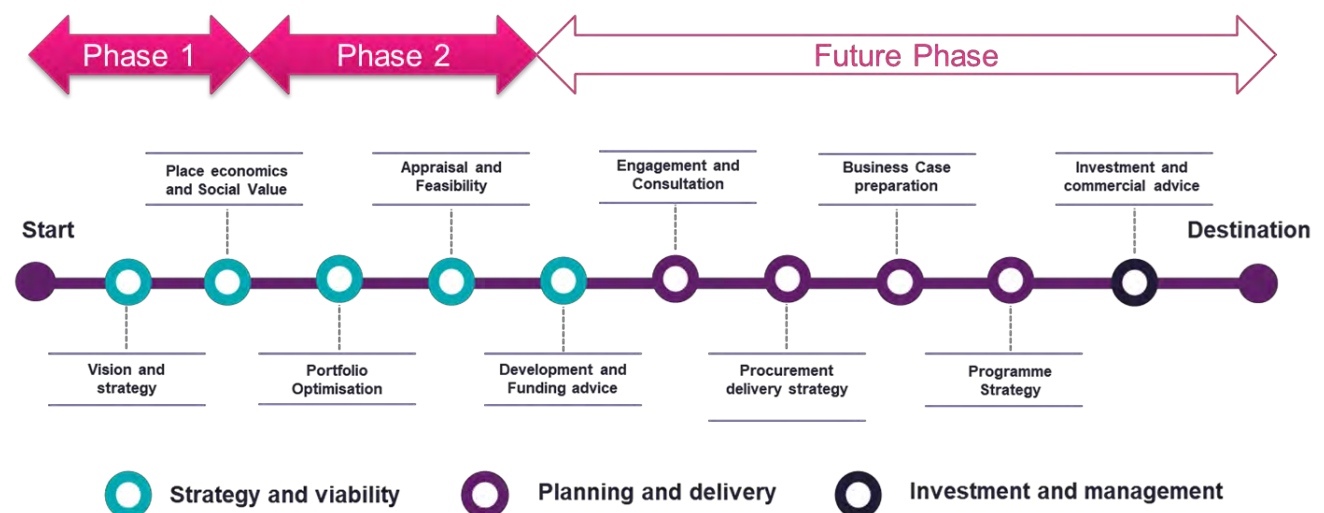
As a market town, Tonbridge is rich in history and hosts Tonbridge Castle and Gatehouse, a 13th century motte-and-bailey castle located in close proximity to the high street. The castle is owned by the Council and the grounds are a public park. The town is surrounded by a Green Belt as well as areas of Outstanding Natural Beauty. There is also a large 160-acre country park (Haysden Country Park) located on the outskirts of Tonbridge.

Historically, the town has a reputation for being subject to extensive seasonal flooding therefore, there are areas retained as floodplains in the west of the town including Tonbridge Park itself.

Methodology

As outlined above, this commission has been carried out in two phases. Phase 1, the outcomes and findings of which can be found below, was completed in June 2022. The objective of the current commission (Phase 2) was to build on the findings from Phase 1 to understand the activities required to achieve the Council's strategic objectives, including a high-level options appraisal of the Council's flagship development site; the Land East of High Street (LEHS). Following completion of Phase 2, further work will need to be undertaken to progress the programme business case and deliver the projects. Fig 1 below shows the indicative phases of this programme.

Figure 1: Phased approach



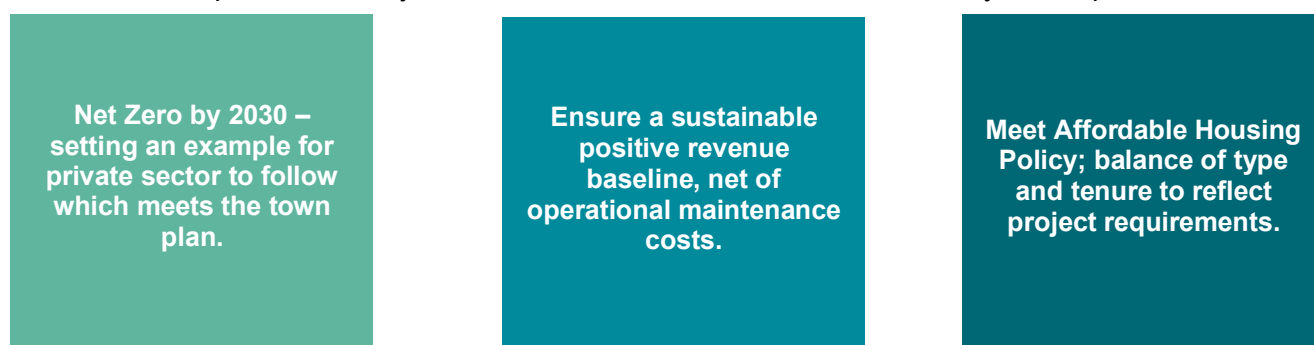
Outcomes of Phase 1

The purpose of Phase 1 was to look at potential development opportunities in Tonbridge with a focus on TMBC's sites and assets. As part of the commission, Mace held several workshops throughout this phase, engaging with stakeholders.

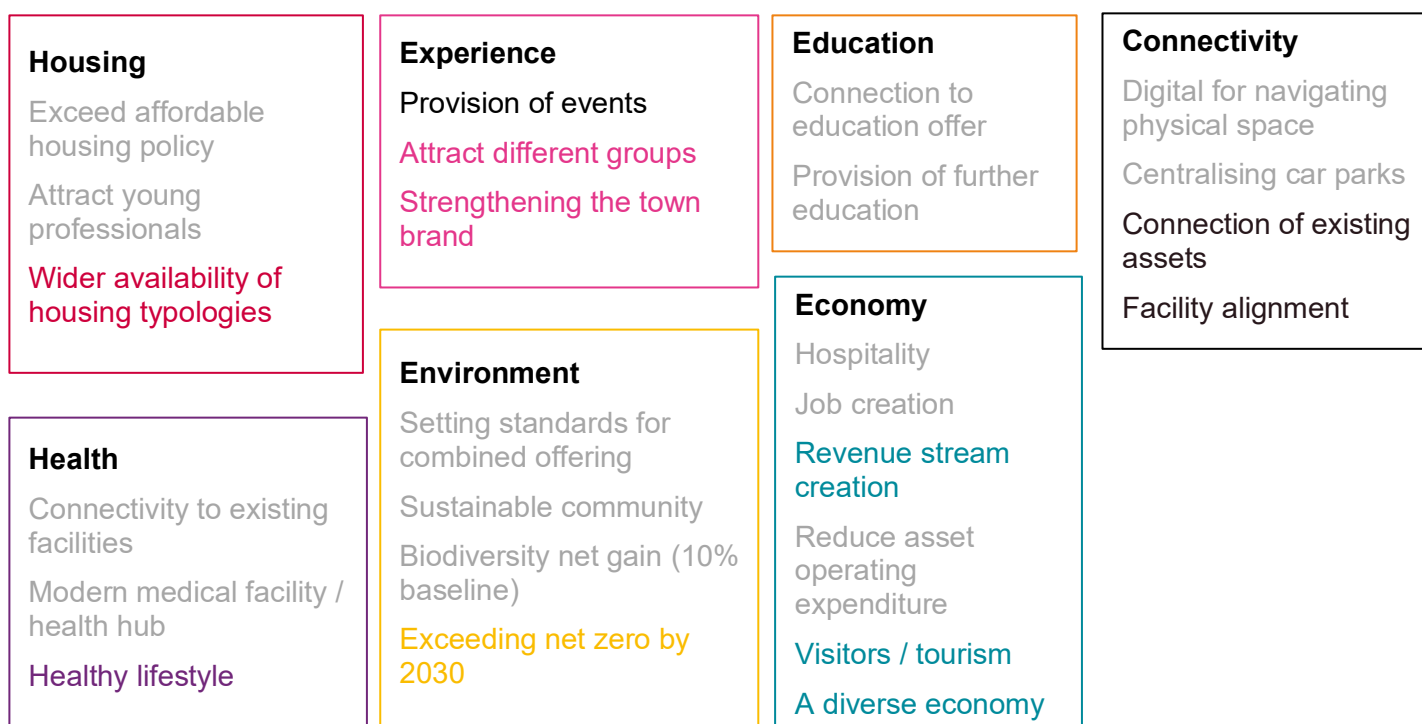
The key outcomes following these workshops were -

- Agreement and prioritisation of strategic programme objectives
- Identification of site level and project opportunities
- Understanding of quantifying benefits of future proposals to the achievement of the objectives

Mace held an interactive workshop session where cabinet members and officers from the council were asked to identify the council's priority objectives for developments. Initially, stakeholders identified three baseline assumptions that they identified as essential considerations for any development:



Once the baseline objectives had been outlined, the attendees were then asked to identify a long list of objectives. These were then grouped as seen below:



Of the objectives identified, stakeholders were then asked to rank the Council's objectives in order of priority and importance. These objectives have been used throughout Phase 2 to evaluate and review the options. The outcomes of the workshop resulted in the following ranking of objectives:

1. Wider availability of housing typologies
2. Connection to existing assets
3. Healthy lifestyle
4. Facility Alignment
5. Strengthening the town brand
6. A diverse economy
7. Revenue stream creation
8. Visitors and tourism
9. Attract different groups
10. Exceeding net zero by 2030

Figure 2: Tonbridge town centre opportunities from Phase 1



Further to the prioritised objectives, through the workshop process several opportunities were identified for improvements to the town centre. These opportunities form the foundation of the emerging town centre programme and inform the workstreams needed to deliver it. The Workstreams identified in Phase 1 are the starting point for Phase 2 and are still evolving.

Figure 3: Short-, medium- and long-term opportunities identified in Phase 1

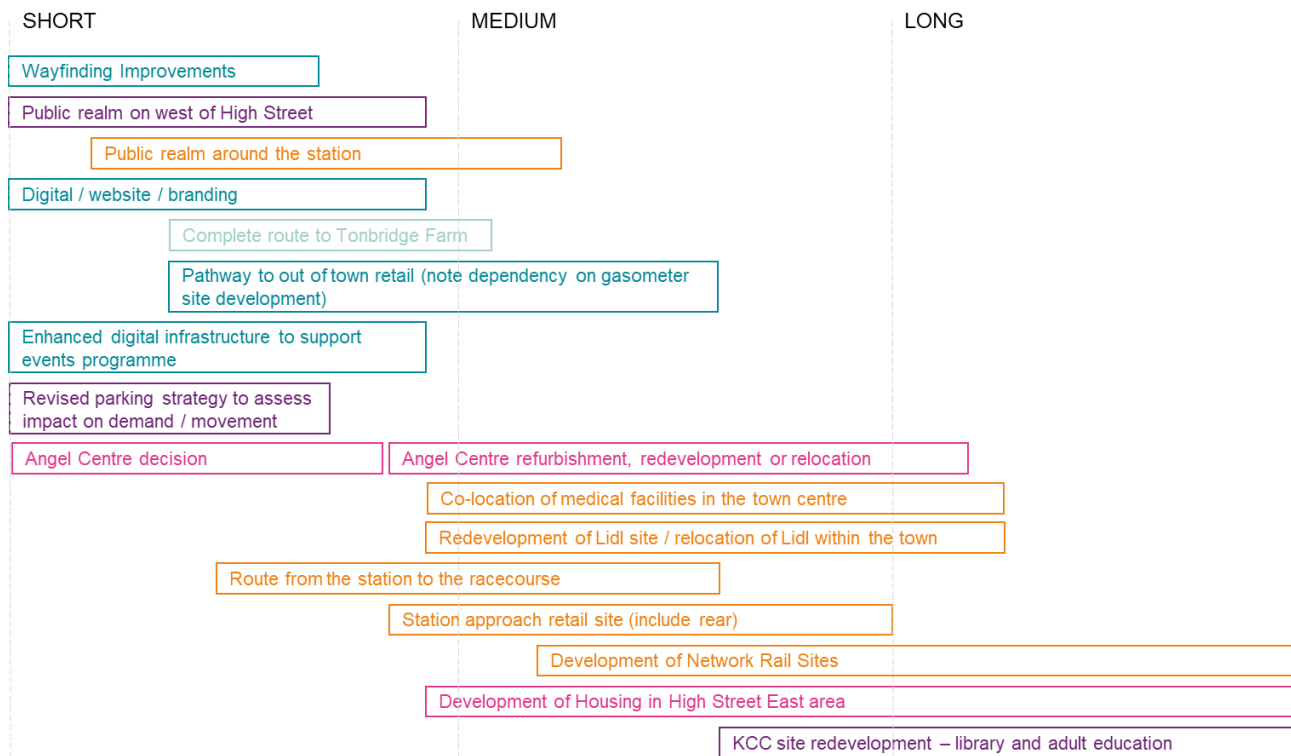
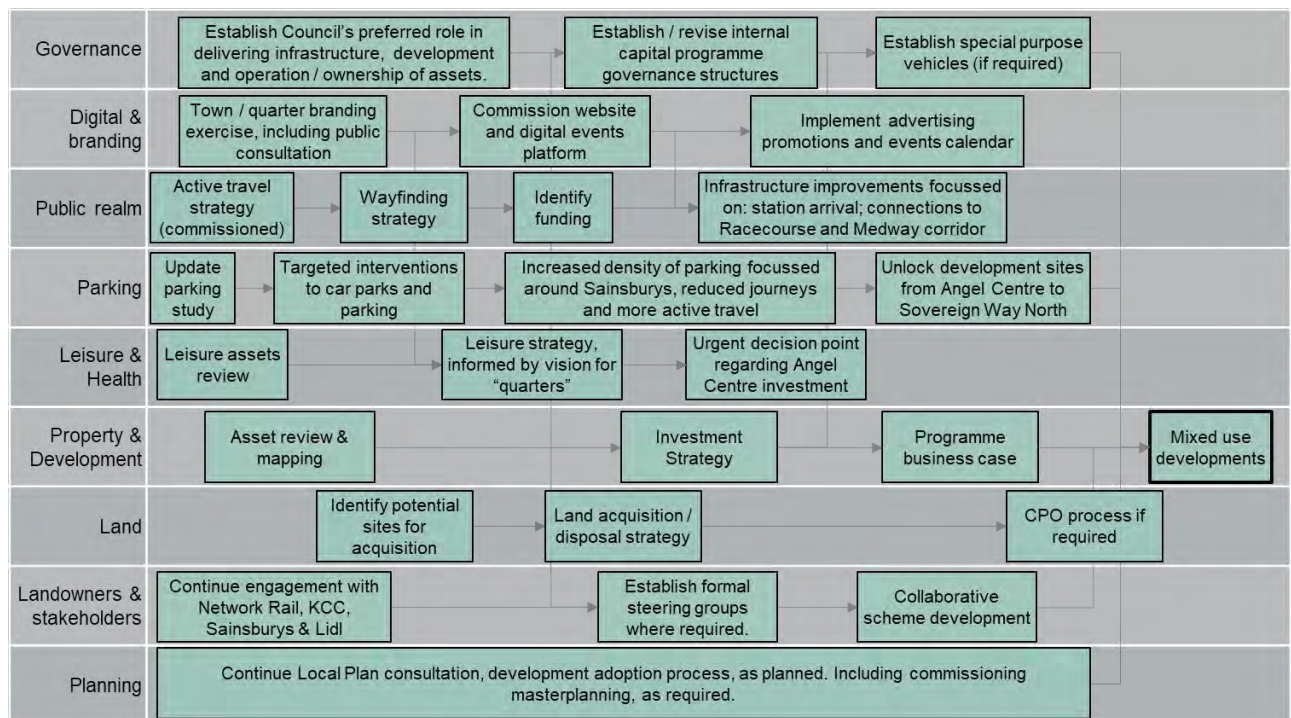


Figure 4: Initial workstreams recommended in Phase 1



2

PROGRAMME & GOVERNANCE



2. PROGRAMME & GOVERNANCE

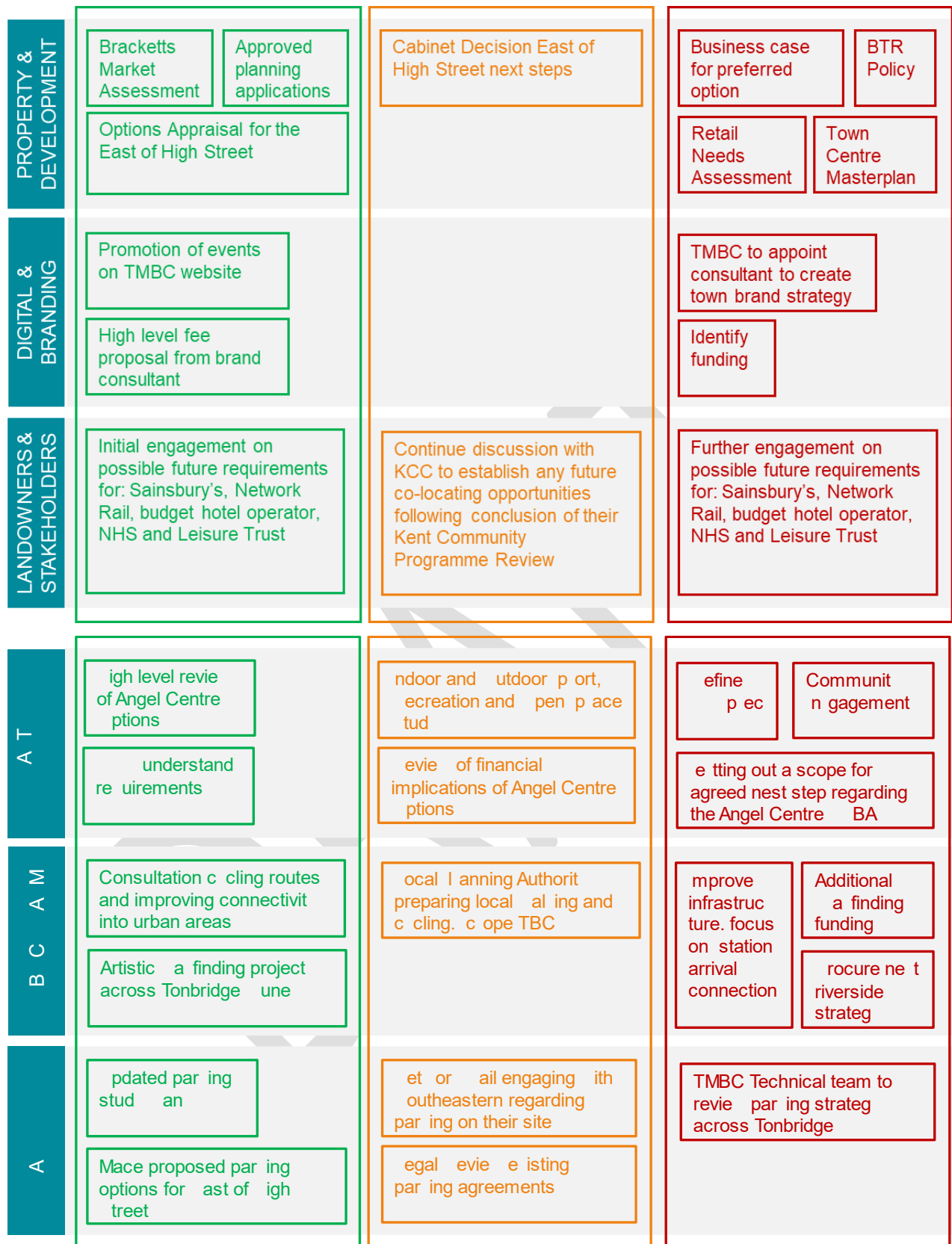
Programme

The programme of activity the Council undertakes, to grow and develop Tonbridge, is of course dynamic. Social, environment and governance objectives, financial resources, available skills, political will, market forces, amongst many factors shape the work the Council undertakes. The Council needs to balance all these tensions to deliver the most value for communities in Tonbridge. It is helpful to recognise key workstreams that could deliver change; below are 9 suggested key workstreams and the respective activity that is complete, in progress or should be progressed.

PLANNING	FINANCE / FUNDING	SUSTAINABILITY
PROPERTY & DEVELOPMENT	DIGITAL & BRANDING	LANDOWNERS & STAKEHOLDERS
HEALTH & LEISURE	PUBLIC REALM	PARKING

Figure 5: Present and future activity

	C M T		T T T A T
A	<div>ousing and lanning c rutin e lect Committee Mar</div> <div>eg ov</div> <div>ational l anning Consultation</div>	<div>Amended to CC une</div> <div>evelopment of ne ocal l an</div>	<div>Adoption of local plan</div>
A C	<div>Budget</div> <div>fund secured</div>	<div>dentif and appl for grant funding opportunities</div> <div>stablish ma cashflo , asset revenue e pectations needs, appetite for debt</div>	<div>dentif and appl for grant funding opportunities</div> <div>pdate investment strateg and borro ing strateg to reflect objectives</div>
TA AB T	<div>Climate change strateg</div> <div>C base target agreed</div> <div>Agreement to meet local and national sustainabilit standards</div>	<div>et ero Carbon strateg being considered as part of the ne ocal plan audit of energy use ithin the Council s portfolio and opportunities to improve to be identified</div>	<div>pportunities for offsite energy infrastructure investment and centralised et ero energy technolog infrastructure rene able energy , heat net or s to be identified</div>



As is the nature of all programmes, activity does not always take place in isolation and will depend on, and drive, other activity. Select examples that follow, though not an exhaustive list of workstreams and projects, help to illustrate the most key dependencies and drivers of the ongoing workstreams.

Figure 6: Planning

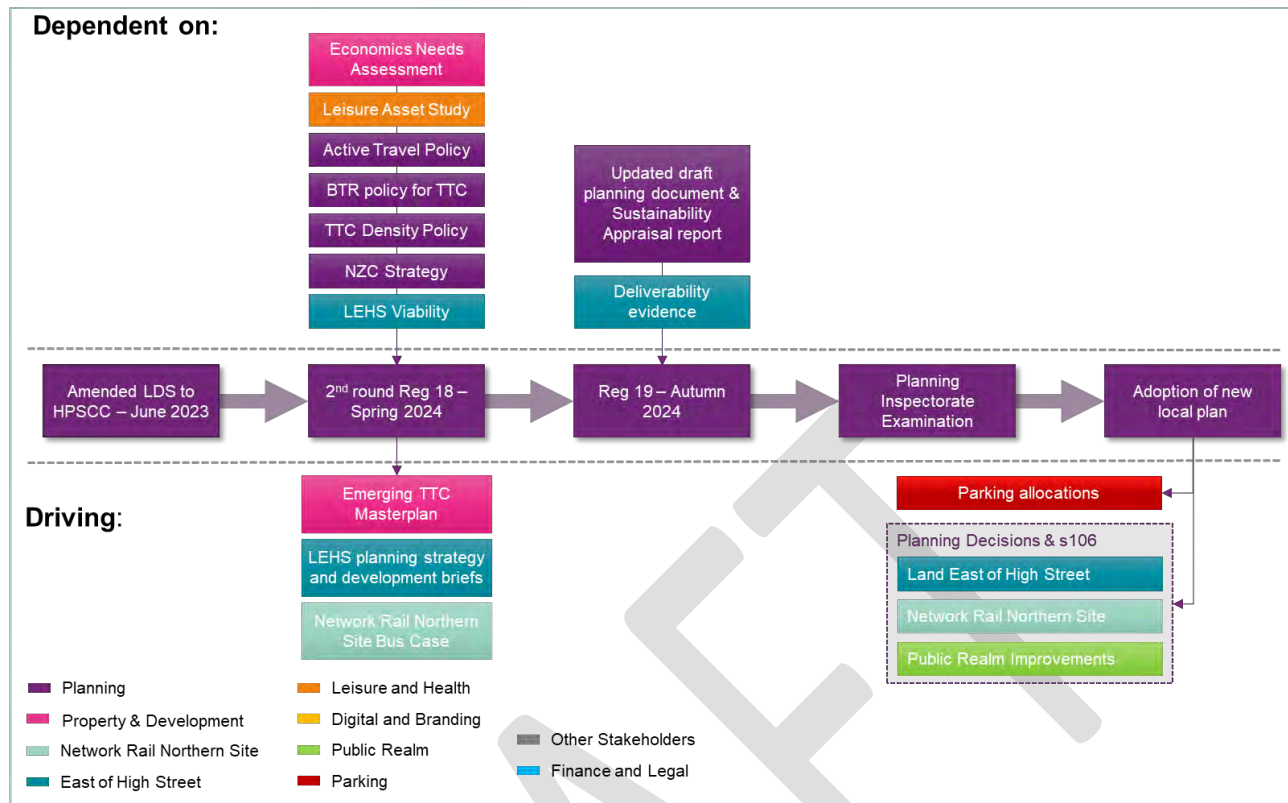


Figure 7: Property and Development

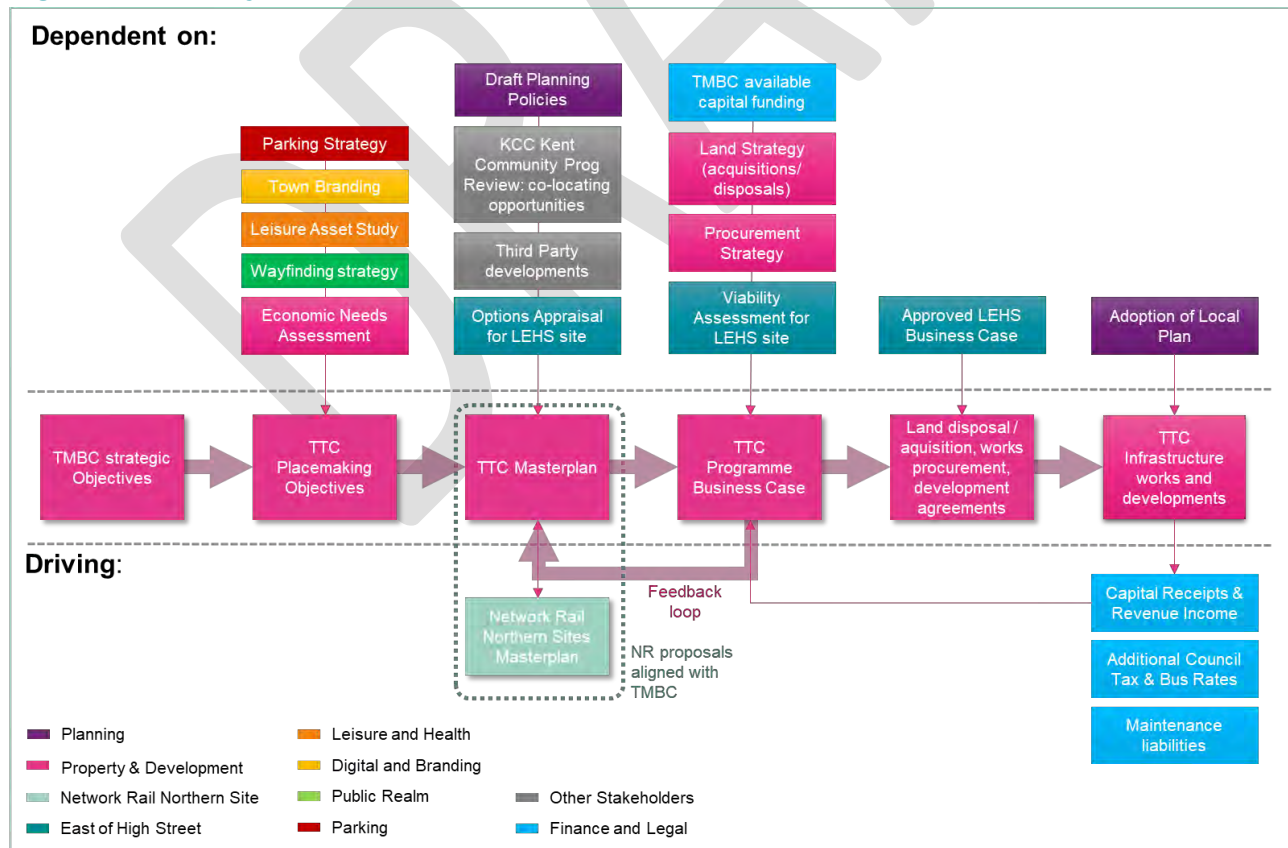


Figure 8: East of High Street (sub project of Property & Development)

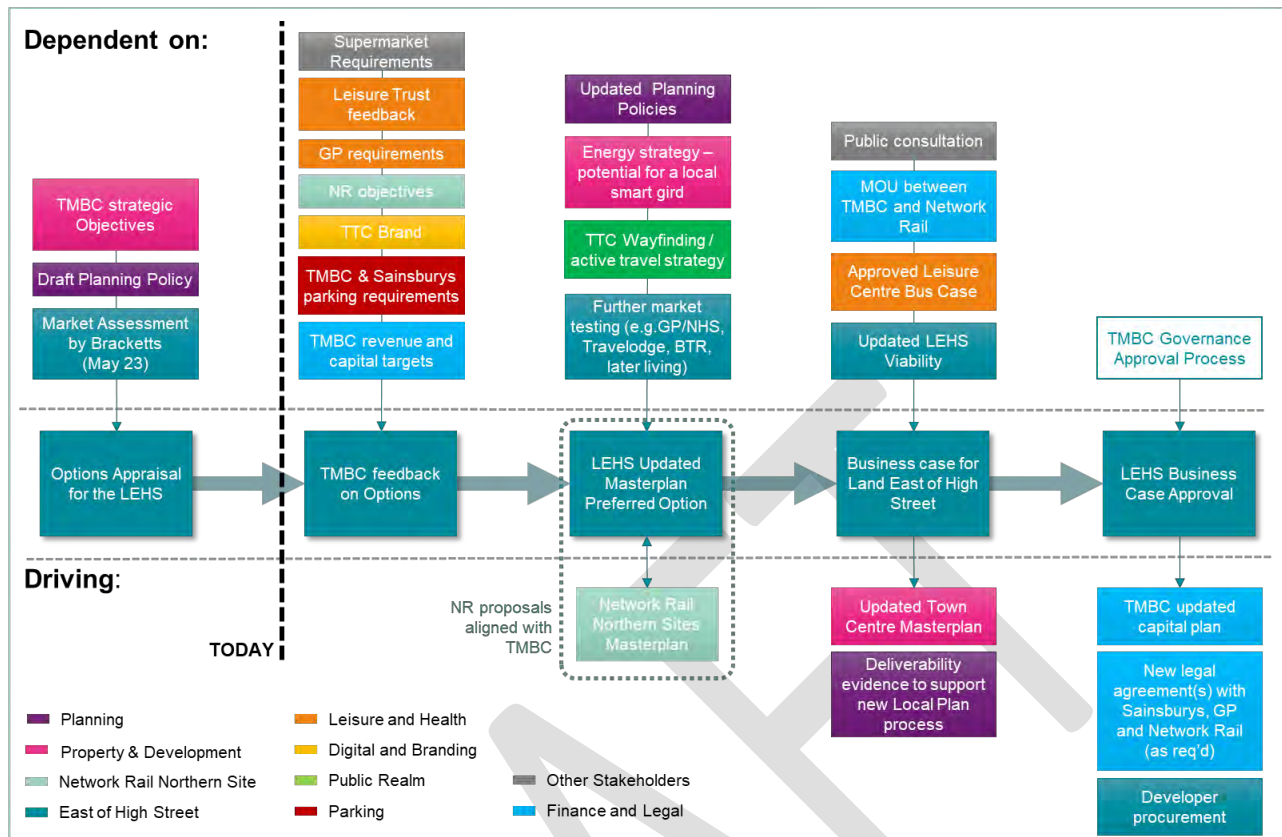


Figure 9: Network Rail Site (sub project of Property & Development)

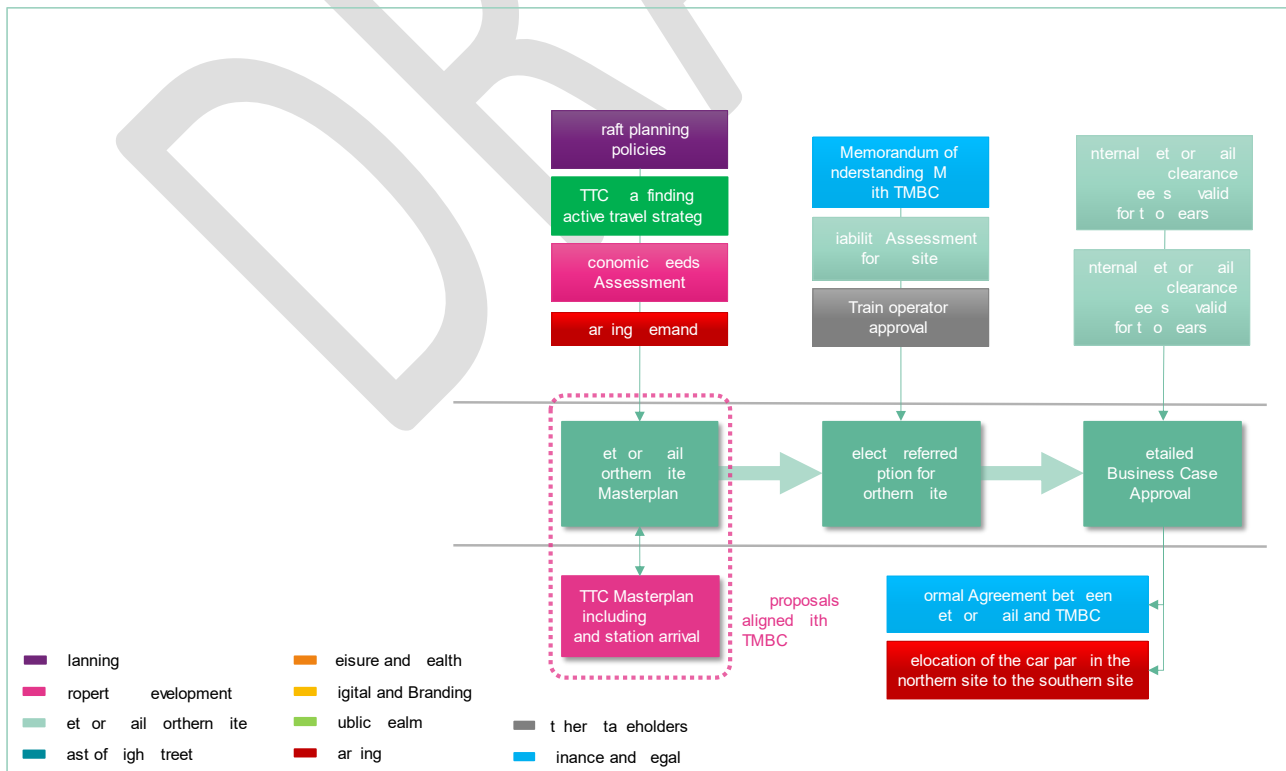


Figure 10: Health and Leisure

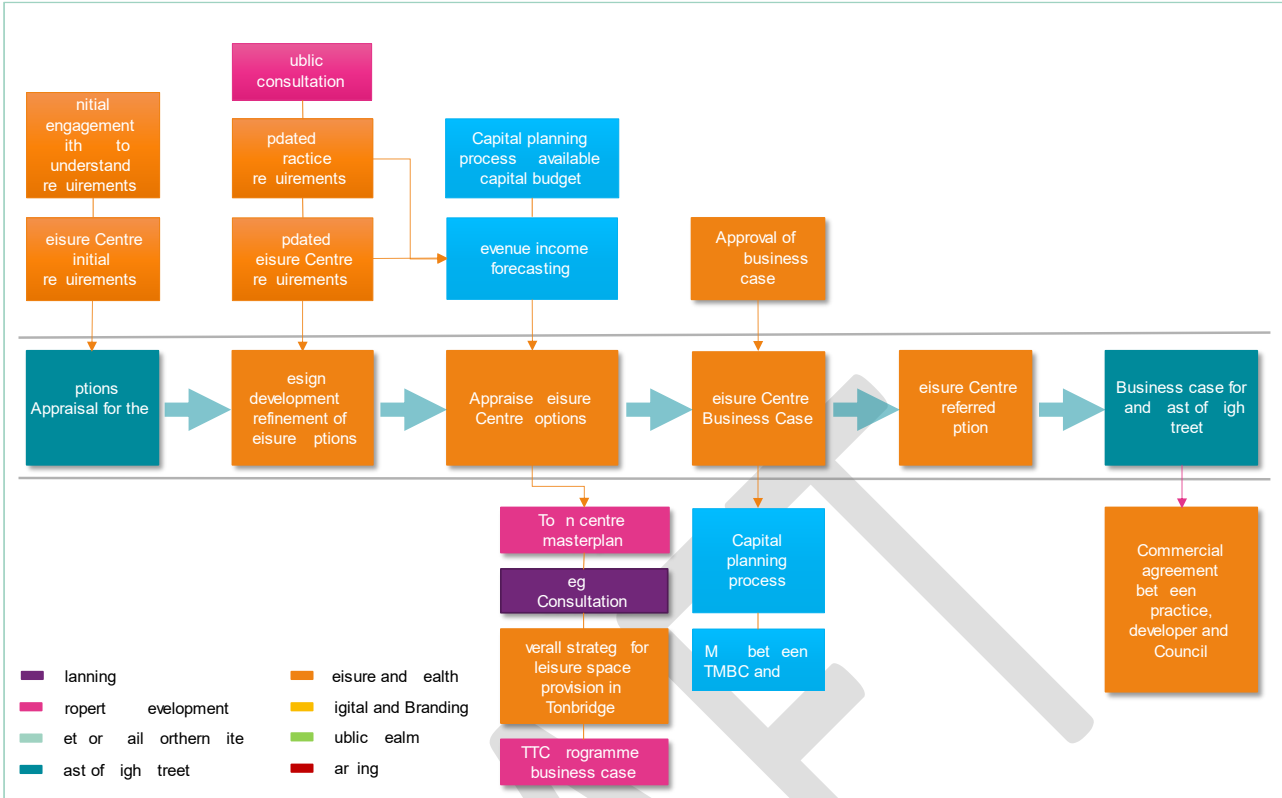
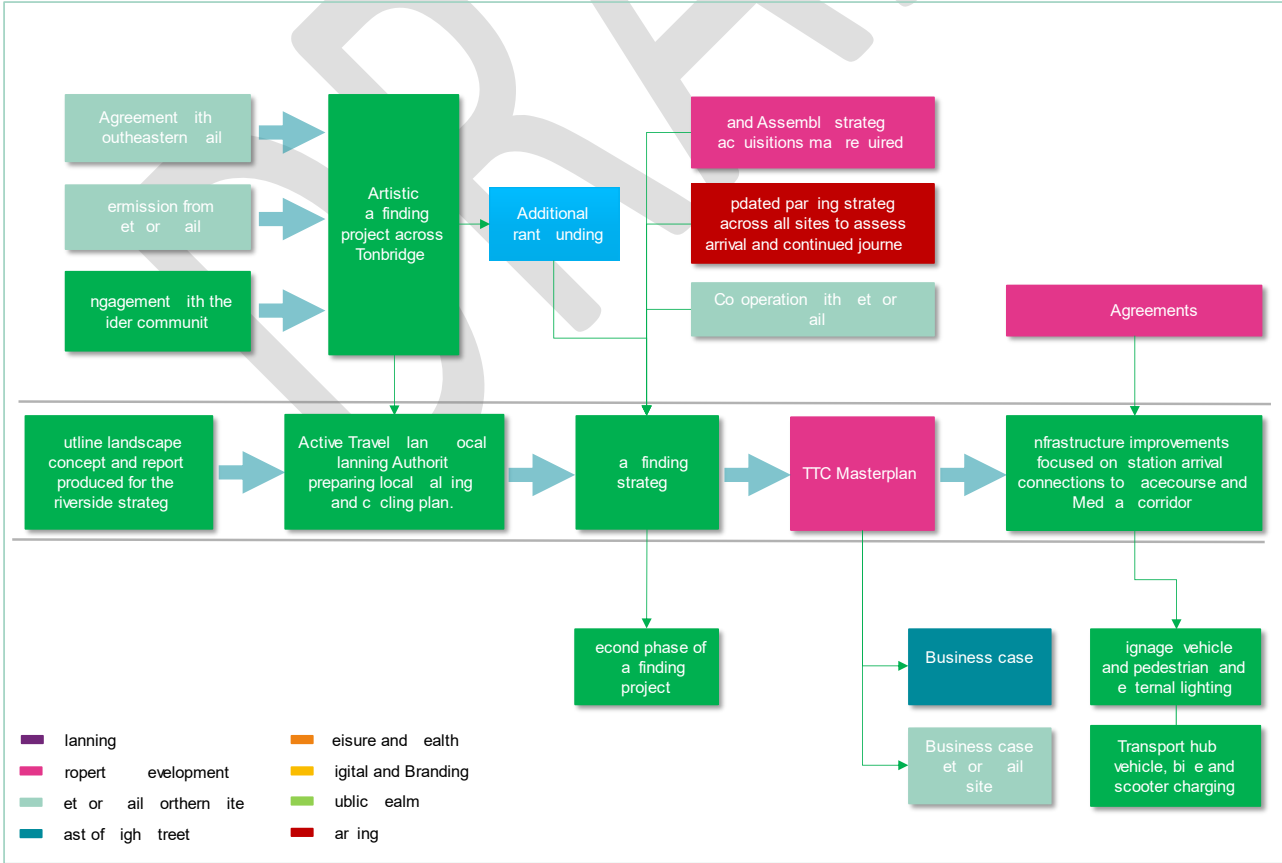


Figure 11: Public Realm



Digital and Branding – Much of the digital and branding workstream work can take place independently however would enhance other programme activity. The Council has a high-level fee proposal for brand consultants to deliver a new brand strategy for Tonbridge that would need Council approval to progress, this work would be a foundation from which the town brand can be further developed. Managing the town brand and digital platforms is an ongoing and evolving process. In the interim, the Council can continue to promote local events on the TMBC website. An effective wayfinding strategy would benefit from alignment with the digital and branding strategy as easily navigating Tonbridge is a benefit for residents and visitors alike and ladders up to a positive perception of the town.

Parking - An updated parking study has been completed (January 2023), this study has informed the Mace East of High Street options and will help inform other future developments. The TMBC parking strategy for Tonbridge needs to be reviewed and included in the new local plan. To update the parking strategy further work is needed to understand the Network Rail parking provision in response to changes in travel patterns and a review is needed on existing parking agreements.

Many elements of the town centre programme are, at least in part, driving or dependant on the emerging local plan. A robust evidence base and several strategies will inform the new local plan some key elements of which focus on:

- Active travel
- Wayfinding
- Public realm
- Health and leisure
- Parking
- Digital and Branding

The new local plan will also be the roadmap to future development within the town centre and aligned with this there is the opportunity to spatially interpret the emerging local plan as a town centre masterplan. A proposed Tonbridge Masterplan would need to consider the key development opportunities within the town centre and how these may respond to the evidence and strategies above. Two important sites include:

East of High Street: Mace have been commissioned to carry out an options appraisal for the East of High Street site to decide on potential uses for the site. More detail of the outcome of their findings are included in a separate report issued to the Council.

Network Rail Site: Network Rail have been engaged to understand their ambitions to potentially develop their sites on the North and South sides of the railway. to Tonbridge Station. The Northern site, across from East of High Street would most likely be developed first given the challenges of more immovable operational infrastructures such as substations and track access points on the Southern Site. Network Rail have shown interest in collaborating with the Council in progressing a masterplan that may include East of High Street, the Network Rail Sites, and the Station surrounds. Any future development on the site would need to provide sufficient parking, leased by Southeastern, and not impede on the operations of the railway.

Governance

Evaluating the Programme Against the Objectives

The successful delivery of a programme of developments and improvements across Tonbridge town centre will require the coordination and collaboration of several parties from both the public and private sector. The council can take a leading role in realising the opportunities identified in the programme for the town centre, unlocking value for the Council, residents and business owners in Tonbridge, while enhancing an already thriving place.

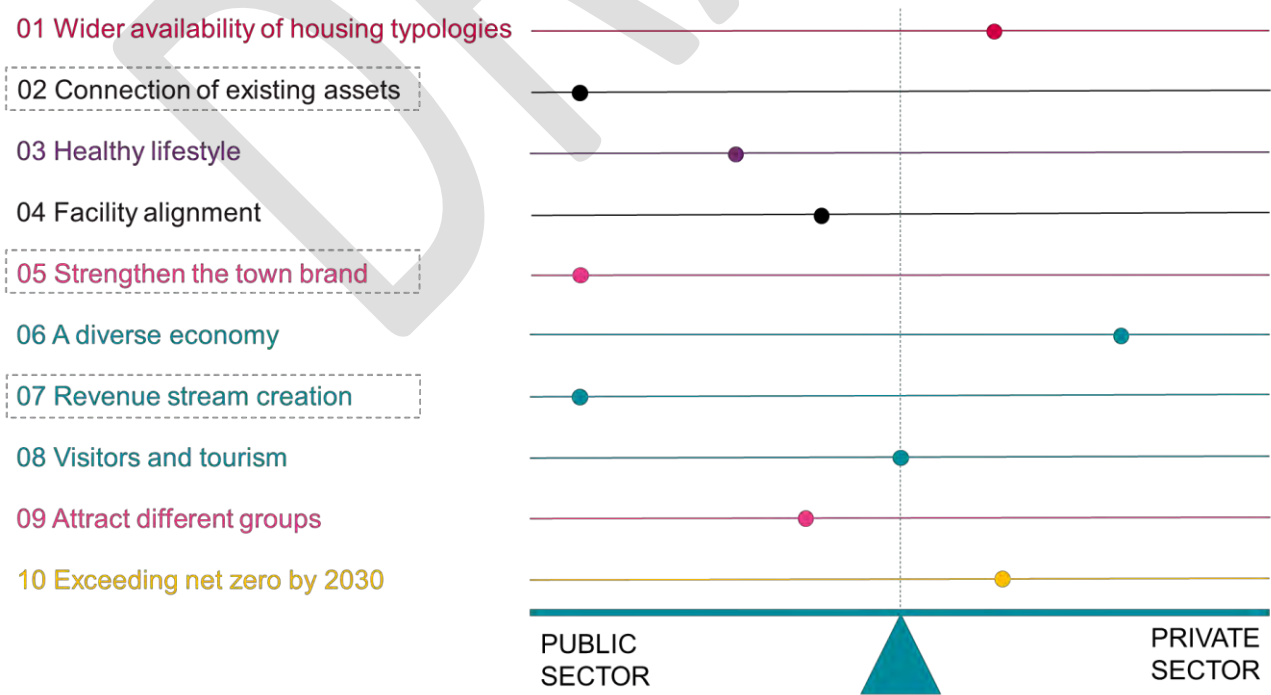
To best achieve this ambitious programme, the Council will need tools to effectively prioritise activity, understand the most appropriate delivery model for a given project and manage their relationship with the private sector. Through interactive workshops and engagement with key stakeholders:

- The respective roles of the Council and the private sector has been established and the key risks, opportunities, and interdependencies with respect to delivering on the objectives, agreed in Phase 1, have been identified.
- The extent of involvement by the Council in delivering the programme and how this varies depending on the project has been established.
- A framework, using the objectives agreed in Phase 1, for the council prioritise activity and evaluate the advantages and disadvantages of the delivery model they may choose, has been developed.

The Council needs to balance the tensions between meeting their objectives, the resources they have available, the control they want to have, and market forces. A good starting point is understanding the balance between themselves and the private sector with respect to the Councils prioritised objectives.

Connection of existing assets, strengthening the town brand and revenue stream creating are e p licitl ithin the Council’s gift to drive for ard this may further inform what activity the Council prioritises.

Figure 12: The balance of Public and Private



01 Wider availability of housing typologies

Providing a wide mix of housing types, tenures, and densities to better serve the needs of current and future communities in the town, which may not equate to the highest financial return.

Delivering suitable housing at scale is a challenge for many local authorities including TMBC. Though the Council in some circumstances can play a direct role in the delivery of housing, the private sector is a critical party. With capital and expertise, private developers are integral to meeting the housing needs in Tonbridge, however finding the balance between commercially attractive schemes and meeting the ambitions of providing a wide mix of different types of accommodation, including within the affordable component, may require intervention from the Council or other public sector institutions like Homes England.

Table 1: Wider availability of housing typologies – scoring criteria

a) Policy Compliant					
b) multiple tenure types					
c) exceeds affordable housing policy					
d) Build to rent					
Score	1	2	3	4	5
	none of the above	b) & one other	a)	a) & two others	All the Above

Table 2: Wider availability of housing typologies – risks, opportunities and dependencies

RISKS	OPPORTUNITIES	DEPENDENCIES
<ul style="list-style-type: none">• Cost of infrastructure• Remediation• Unclear planning policy• National policy	<ul style="list-style-type: none">• Higher density in town centre locations• Grant funding	<ul style="list-style-type: none">• Clear vision• Planning policy that is deliverable.• An adopted local plan

02 Connection of existing assets

Improving routes and connections throughout the town, across multiple modes of movement with a bias to active travel. This should include improved wayfinding and legibility of connections, using both physical and digital solutions.

Improving the legibility of Tonbridge will help residents and visitors navigate the town more easily. Interventions with respect to physical connections and wayfinding will for the most part be the responsibility of the public sector however it is important that all new developments appropriately consider their impact and how they connect with the town. Physical connections should promote active travel and new developments should further support this. Wayfinding solutions are not limited to physical interventions but may also be supported by digital solutions.

Table 3: Connections of existing assets – scoring criteria

a) Provides new routes, prioritising active travel
--

b) Improves existing routes c) Improves physical wayfinding d) digital wayfinding					
Score	1	2	3	4	5
	none of the above	1 of the above	2 of the above	3 of the above	All the Above

Table 4: Connections of existing assets - risks, opportunities and dependencies

RISKS	OPPORTUNITIES	DEPENDENCIES
<ul style="list-style-type: none"> Cost /viability Land ownership KCC No clear vision 	<ul style="list-style-type: none"> Placemaking uplift Net zero Private sector contribution KCC 	<ul style="list-style-type: none"> Funding: will need to compete with other initiatives. Wayfinding strategy

03 Healthy lifestyle

Improved access to health services for treatment as well as the promotion of healthier lifestyles. This could include: increased access to sports and leisure facilities; increased adoption of active travel; building an inclusive, supportive, and social community and ensuring high standards in water and air quality.

The public sector has an important role to play in promoting health and wellbeing in communities, supporting the provision of primary health care services as well as providing accessible sports and leisure facilities. It is important to view health in wider terms than only treatment, preventative measures that support physical and mental wellbeing are vital and an opportunity for collaboration with the private sector. Loneliness has serious health consequences as such interventions that promote better social connections should be prioritised.

Table 5: Healthy Lifestyles – scoring criteria

a) Supports NHS services b) Supports inclusive sports and active lifestyles c) Supports active travel d) Supports inclusive social / community activities					
Score	1	2	3	4	5
	none of the above	1 of the above	2 of the above	3 of the above	All the Above

Table 6: Healthy Lifestyles – risks, opportunities and dependencies

RISKS	OPPORTUNITIES	DEPENDENCIES
<ul style="list-style-type: none"> Demand / demographic changes Reputational risk 	<ul style="list-style-type: none"> Enhancing the town brand Establish new markets – innovation and technology. Income from facilities 	<ul style="list-style-type: none"> Leisure strategy Funding Public sector land contribution Planning policy

<ul style="list-style-type: none"> • Architecture of health sector (focus on treatment not prevention) • Partnership with KCC • Cost of running/maintaining facilities 	<ul style="list-style-type: none"> • Partnering with health sector – preventative approach 	<ul style="list-style-type: none"> • Effective partnerships
---	---	--

04 Facility alignment

Mapping and understanding the existing facilities and services within the town, across multiple sectors and ownership, to ensure the alignment and accessibility of existing and new facilities and services, with the needs of Tonbridge residents.

Though the Council don't have complete control over the mix of facilities and services available in Tonbridge they are able to shape the direction of development through investment and policy. Furthermore, the Council can provide the evidence base needed for not only themselves to make decisions, but also for the private sector respond appropriately.

Table 7: Facility alignment – scoring criteria

a) Negatively impacts an existing service/ facility b) Duplicates an existing service/ facility c) enhances or strengthens an existing service / facility d) Introduces a new service / facility					
Score	1	2	3	4	5
	a)	b)	c)	d)	c) & d)

Table 8: Facility alignment - risks, opportunities and dependencies

RISKS	OPPORTUNITIES	DEPENDENCIES
<ul style="list-style-type: none"> • Engaging with multiple agencies/owners • No strategy/ambition • May require public subsidy 	<ul style="list-style-type: none"> • Clustering uses to encourage greater investment. • Partnerships 	<ul style="list-style-type: none"> • Public sector support though funding, local information / research, and policy

05 Strengthening the town brand

Recognise and celebrate what makes Tonbridge unique. Clearly articulate the existing benefits of Tonbridge as a place to live, work and visit and prioritise interventions that will support and enhance what is already a strong offer.

Tonbridge is made up of many facets that contribute to the town brand and support the local economy. Many of these contributions are from the private sector, however the responsibility for effectively communicating what Tonbridge has to offer collectively is the responsibility of the Local Authority. The Council should prioritise projects that make a positive contribution to how Tonbridge is perceived and leverage what is an already strong offer.

Table 9: Strengthening the town brand – scoring criteria

a) Increase the Net Promoter Score for Tonbridge locally b) Increase the Net Promoter Score for Tonbridge with non-residents c) Actively contributes marketing and branding d) Develops digital and communications strategy					
Score	1	2	3	4	5
	None of the above	1 of the above	2 of the above	3 of the above	All the Above

Table 10: Strengthening the town brand - risks, opportunities and dependencies

RISKS	OPPORTUNITIES	DEPENDENCIES
<ul style="list-style-type: none"> Reputational risk Mixed / unfocused messaging 	<ul style="list-style-type: none"> Increased business opportunities Enhancing the economy / GDP growth 	<ul style="list-style-type: none"> Specialist external support / advice

06 A diverse economy

A strong mix of social and commercial offers that meet the needs of the spectrum of stakeholder groups within the town, to support economic growth in a resilient manner.

The Council can positively contribute to building a diverse economy, that is not only growing but also resilient. This will primarily come through policy and economic development initiatives. The delivery of changes to the shape of the local economy will be via the private sector. Projects should seek to include people from across the full socio-economic spectrum and support social mobility within Tonbridge.

Table 11: A diverse economy – scoring criteria

a) negatively impacts the local economy b) no impact on the local economy c) supports growth in the local economy d) supports resilience in the local economy e) introduces diversity to the local economy					
Score	1	2	3	4	5
	a)	b)	c), d) or e)	Two of c), d) and e)	c), d) and e)

Table 12: A diverse economy - risks, opportunities and dependencies

RISKS	OPPORTUNITIES	DEPENDENCIES
<ul style="list-style-type: none"> Skills deficit Economic downturn 	<ul style="list-style-type: none"> Data Relationships / communications Social Value 	<ul style="list-style-type: none"> Public sector funding opportunities Clear economic strategy

	<ul style="list-style-type: none">• Improved offer on Council owned spaces.• Enhanced events calendar	<ul style="list-style-type: none">• Infrastructure and land
--	--	---

07 Revenue stream creation

Ex C , b b b j
income for service delivery. This relates to revenue generation rather than capital receipts.

There is a baseline expectation that investments made by the Council will meet minimum viability criteria. Exceptions may be, where there is specific grant funding available to deliver and that benefits will not be financial. Where appropriate, initiatives that can deliver sustainable long-term revenue at an acceptable risk should be prioritised. This may influence the choice of assets and should be done in the context of the other prioritised programme objectives.

Table 13: Revenue stream creation – scoring criteria

a) meets baseline revenue					
b) Long-term sustainable revenue at inflation					
c) long-term sustainable revenue above inflation growth					
d) low risk profile					
	1	2	3	4	5
Score	None of the above	a)	b)	c)	c) and d)

Table 14: Revenue stream creation - risks, opportunities and dependencies

RISKS	OPPORTUNITIES	DEPENDENCIES
<ul style="list-style-type: none">• Poor financial management• Incorrect assets – vacancies• Poor investment decisions• Speed of decision making	<ul style="list-style-type: none">• Public / private partnerships generate income for both the public and private sector.• Sustainable revenue income.• New commercial structures	<ul style="list-style-type: none">• Specialist independent support and advice• Robust public sector financial management

08 Visitors and tourism

Growing the visitor/tourist economy in terms of attractions, visibility, and accessibility (physical and digital).

Closely aligned with strengthening the town brand, the Council and the private sector have a part to play in growing the visitor and tourism economy in Tonbridge. Communicating the many attractions in Tonbridge, how initiatives may support an improved events calendar, transport and travel links, food and beverage offerings and additional hotel accommodation are all elements to consider.

Table 15: Visitors and tourism – scoring criteria

a) Enhances accessibility (physically and/or digital)

b) Supports events c) Provides additional accommodation d) Enhances visibility of the town and brand					
Score	1	2	3	4	5
	None of the above	1 of the above	2 of the above	3 of the above	All the Above

Table 16: Visitors and tourism - risks, opportunities and dependencies

RISKS	OPPORTUNITIES	DEPENDENCIES
<ul style="list-style-type: none"> Local area strategy and vision Poorly maintained council assets / public realm Political risk – changes to parking provision etc. 	<ul style="list-style-type: none"> Hotel Enhancing the town brand Economic growth and resilience 	<ul style="list-style-type: none"> Well-functioning public realm Good transport links Quality destination marketing Enhanced events calendar Hotel operator investment

09 Attract different groups

Creating a place to live and work that caters to diverse groups of people and promotes inclusivity.

The council has a role to play in ensuring that Tonbridge is a place that is diverse and inclusive, and that the facilities and services it provides reflect this. Furthermore, the Council has a responsibility to identify where there are gaps that leave some underserved. Consideration should be made for initiatives that look to attract a wide variety of people of different ages and backgrounds, the private sector should be supported and encouraged through policy, a robust evidence base and local economic strategies.

Table 17: Attract different groups – scoring criteria

a) negatively impacts economic accessibility and/or inclusion b) negatively impacts access to services c) has no impact on accessibility and inclusion d) positively impacts economic inclusion and diversity e) positively impacts access to services					
Score	1	2	3	4	5
	a) and b)	a) or b)	c)	d) or e)	d) and e)

Table 18: Attract different groups - risks, opportunities and dependencies

RISKS	OPPORTUNITIES	DEPENDENCIES
<ul style="list-style-type: none"> Lack of clear direction / vision 	<ul style="list-style-type: none"> Greater access to funding for other programmes and projects 	<ul style="list-style-type: none"> Data – understanding needs and trends.

<ul style="list-style-type: none"> Political appetite to invest in change – alternative emphasis 	<ul style="list-style-type: none"> More resilient economy Placemaking uplift Creative and innovative communities 	<ul style="list-style-type: none"> Public sector ambition
---	---	--

10 Exceeding net zero by 2030

P x C , b N Z y objectives. Promotion of Net Zero Communities.

Schemes must at a minimum meet policy, however interventions that will improve the environment without compromising viability should be prioritised. The public sector at both a national and local level are responsible for designing policy to meet net zero targets, exceeding these targets will likely be market driven and thus determined in part by the private sector.

Table 19: Exceeding net zero by 2030 – scoring criteria

a) does not meet net zero policy					
b) meets net zero policy					
c) exceeds net zero policy though energy efficiency					
d) on-site energy production e) achieves net zero					
	1	2	3	4	5
Score	a)	b)	c) or d)	c) and d)	c), d) and e)

Table 20: Exceeding net zero by 2030 - risks, opportunities and dependencies

RISKS	OPPORTUNITIES	DEPENDENCIES
<ul style="list-style-type: none"> National policy changes – i.e. electric cars Changes to technology Insufficient demand if not aligned to needs / wants 	<ul style="list-style-type: none"> Environmental benefits Enhanced town brand Income generation 	<ul style="list-style-type: none"> Public sector investment – including R&D Transport network investment Infrastructure investment

Scoring Schemes and Projects

The prioritised programme objectives are a lens through which the council can view any initiatives, projects, and developments; a tool to help understand the impact of options. Though not all the objectives will be relevant for every project, and that not all projects can be compared with each other. Scoring against the objectives at both a larger scheme and project level can help the council prioritise activity. Scores should not be seen as an absolute determinant but rather an indicative way to test whether what is proposed will move Tonbridge closer to meeting the Council's objectives. To score a scheme or project each objective is:

- Weighted to reflect the relative importance of the objective, some objectives may be weighted 0% if not relevant.
- A score of 1 to 5, where 1 does not meet the objective and 5 completely meets the objective.

The table below is an example of what the weightings could look like however given the varied scale and types of activities, weightings will need to be determined by the Council on a scheme by scheme and project by project basis and recommend the Council undertake a workshop to discuss and agree weightings respectively.

Table 21: Example of possible scheme/project weightings

	Scheme	Project					
	Mixed Use	Housing	Retail Centre	Medical Facility	Leisure Centre	Active Travel	Events Website
Wider availability of housing typologies	20%	65%					
Connection of existing assets	15%		15%	5%	5%	50%	
Healthy lifestyle	15%			65%	50%	20%	15%
Facility alignment	10%		15%	5%	10%		
Strengthening the town brand	10%	15%	15%	10%	10%	15%	25%
A diverse economy	10%		25%				25%
Revenue stream creation	5%	10%	25%	10%	10%		
Visitors and tourism	5%				10%	15%	25%
Attract different groups	5%	5%					10%
Exceeding net zero by 2030	5%	5%	5%	5%	5%		
	100%	100%	100%	100%	100%	100%	100%

Table 22: Example of scheme weighted scoring

MIXED-USE SCHEME	WEIGHTING	SCORE (1-5)	WEIGHTED SCORE
01 Wider availability of housing typologies	20%	4	0.8
02 Connection of existing assets	15%	2	0.3
03 Healthy lifestyle	15%	4	0.6
04 Facility alignment	10%	1	0.1
05 Strengthening the town brand	10%	3	0.3
06 A diverse economy	10%	3	0.3
07 Revenue stream creation	5%	3	0.2
08 Visitors and tourism	5%	3	0.2

09 Attract different groups	5%	3	0.2
10 Exceeding net zero by 2030	5%	3	0.2
	100.0%		3/5

Delivery Routes

The Council not only has an important role to play in shaping the programme interventions and developments across Tonbridge but also how the programme is delivered. There is always a tension between the resources available, control over what is delivered, commercial viability and risk; this will all vary from scheme to scheme and project to project. For any given activity the Council needs to understand what delivery route best balances meeting objectives, resources, risk, and return.

Below illustrates a spectrum of delivery routes available to the council. The lightest touch available to the Council is delivering statutory planning services that respond to policies defined in the Local Plan. A robust Local Plan is a critical for the council to the council delivering on their objectives. There are number of options where the Council can either act as a catalyst or collaborate with the private sector to deliver developments and in so doing mitigating some risks, lastly the Council could choose to deliver projects independently.

Figure 13: Spectrum of delivery routes

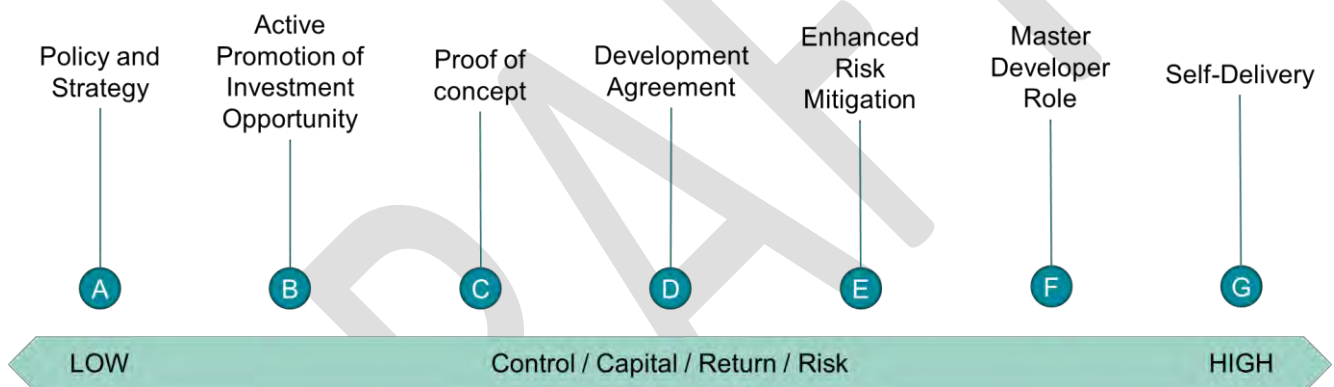


Table 23: Delivery routes

A	Policy and Strategy	Establish policy framework and agreed strategies only.
B	Active Promotion of Investment Opportunity	Above, plus engagement with the private sector to promote opportunity
C	Proof of concept	Above, plus assemble land, develop masterplan and demonstrate viability
D	Development Agreement	Above, plus define brief and procure developer
E	Enhanced Risk Mitigation	Above, plus utilise Council's strong covenant to reduce demand risk (e.g. income strip deal)
F	Master Developer Role	Install infrastructure and create development plots
G	Self-Delivery	Council acts as developer, or shares in Development Company

The following table outlines key elements that may make up a development and illustrates the level to which these elements may relate to the delivery routes outlined above.

Table 24: Typical scheme/project elements

	A	B	C	D	E	F	G
Mature adopted policy framework (incl. SPG)							
Defined and supported strategic Objectives							
Strategic Outline Case (SOC)							
Investor prospectus and events							
Masterplan and place strategies							
Outline Business Case confirming viability							
Land Assembly / CPO							
Surveys							
Land sale (conditional or unconditional)							
Planning approval							
Secured grant funding to bridge viability gap							
Commit to pre-let or pre-sale (income strip)							
Demolition and/or remediation							
Infrastructure enabling works; create dev plots							
Construction of assets							
Sales and Marketing							
Own and operate							

Through the interactive workshops and engagement with key stakeholders several priorities were identified as most important to the council and that would help inform which the most palatable delivery routes. Of 48 priority statements 18 were identified as being the most significant and of these the following were critical or very important:

Critical

- Robust risk management, strong governance, and project management

Very Important

- Demonstrating progress
- Coordination and alignment of projects within the town centre programme
- Income generation (long term revenue)
- Limitation of legacy liabilities for the council

Table 25: Council Delivery Priorities

CRITICAL	VERY IMPORTANT	IMPORTANT
Speed of delivery	Minimise cost to the Council (e.g. resources)	Limitation of climate impact (at what trade off?)
Reliability of delivery (meeting published milestones)	Demonstrate progress	Coordination and alignment of projects within the town centre programme

Capital return (on investment)	Strong Council leadership	Political consensus
Income generation (long term revenue)	Public transparency	Delivering social value in the execution of the execution of the project
Control of development process	Change the public perception of the Council	Design-led process
Control of brief and outputs	Inclusivity and highly consultative process	Embracing innovation
Control of design	Control of long-term quality of environment	Utilising modern methods of construction
Control of marketing	Limitation of legacy liabilities for the Council	Embracing systems thinking or circular economies/systems
Control of construction quality	Minimise risk to the Council	Challenge the status quo
Control of environment (long term)	Integrated delivery with public sector stakeholders	Include meanwhile uses
Private sector investment	Establish meaningful partnerships with the private sector	Robust risk management, strong governance, and PM
Support local businesses & SMEs	Energy generation	Financially Sustainable

The Council may also take on one or more of the following roles depending on the scheme or project and whether the Council is the landowner. The council should consider, given their objectives, priorities, and the delivery routes available, whether the following is a core, recommended, to consider or avoid.

- Policy Maker & Statutory Authority
- Catalyst
- Landowner
- Developer
- Funder
- Landlord
- Operator
- Occupier

CORE	The Council is the natural stakeholder to deliver this role and must achieve the programme benefits
RECOMMENDED	The Council has the support and capacity to deliver the role and seen as likely to undertake it.
CONSIDER	It is possible the Council could take on this role, but not necessary for programme success; may have partial opposition.

AVOID	Although legally possible, the Council should not take on this role as it exposes the organisation to unacceptable risk or is add odds with its central mandate.
-------	--

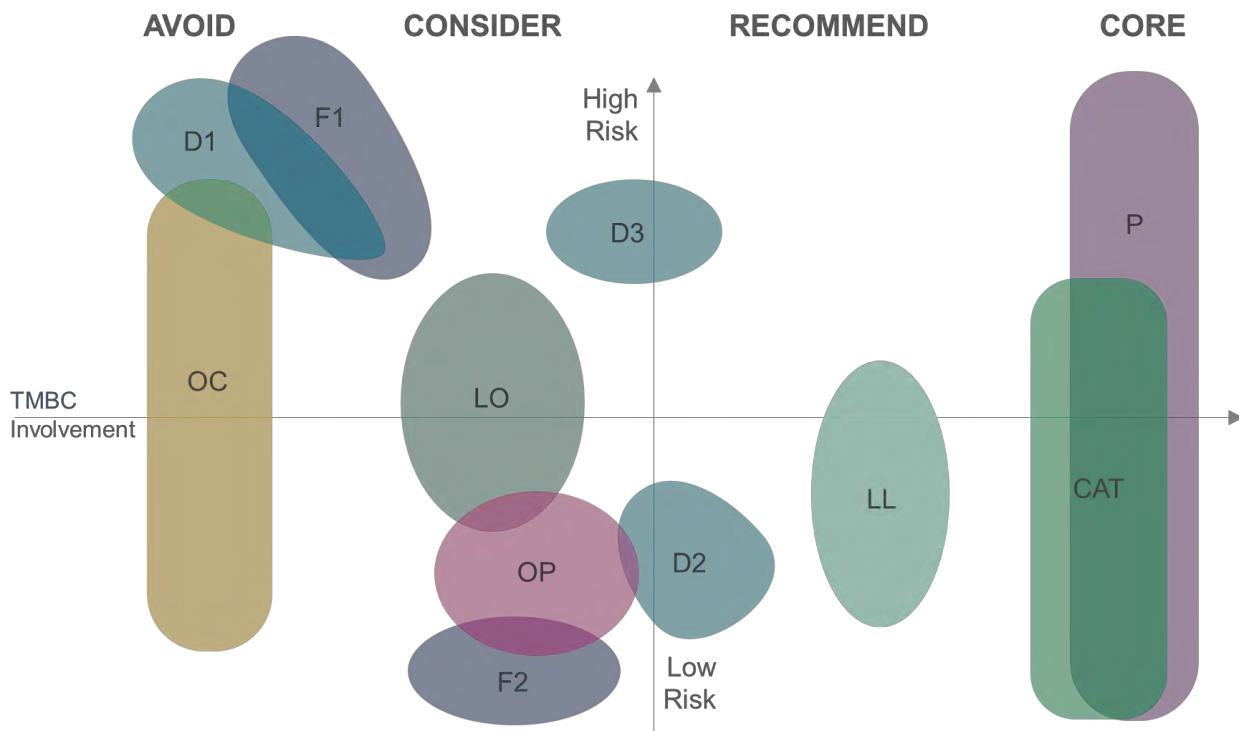
Table 26: Role of the Council

ROLE	CLASSIFICATION	APPLICABLE FOR:	RED LINES, CAVEATS, OR BOUNDARIES
Policy Maker & Statutory Authority	CORE	All projects that require planning consent.	None
Catalyst	CORE	Bringing parties together, seeking grant applications	Only do it when it aligns with the council's objectives
Landowner	CONSIDER	Where acquiring land will unlock development or enable objectives to be achieved.	May require CPO. Council should not acquire land speculatively. Focus on enabling development not as investment for the council.
Developer	CONSIDER	Small projects and new public assets	JV and reviewed on a case-by-case basis. Does the council have the inhouse capabilities to act as a developer? Consider sustainability and financial viability
Funder	AVOID / CONSIDER	Small projects and new public assets. To enable select projects to proceed where there is a market failure	Consider in exception of circumstances when there's market failure. Lower value projects, Route for government grant funding
Landlord	RECOMMENDED	Suitable low risk assets to generate income. Where there is an opportunity to generate revenue instead of capital receipt	Consideration for the route to become a landlord that may require funder/developer role. Dependent on type of asset, low risk and suitable skills to manage. Requires private sector to deliver some of these assets (market failure).
Operator	CONSIDER	Where council is landlord, public assets	The council should have the requisite skills internally. Private sector may be able to deliver a better service at a lower cost.

Occupier	AVOID	Council should look to occupy existing assets	Where significant value can be created through making land/assets currently occupied by the council available
----------	-------	---	---

Figure 16 graphically represents the preferences expressed in the or s hop for the Council's role in relation to relative risk exposure on projects. It highlights the exceptions to the expected trend of limiting the Council's exposure to higher levels of risk, as its statutory role or where market failure creates a barrier to the achievement of TMBC strategic objectives.

Figure 14



Key:

- P** Policy Maker & Statutory Authority – All projects that require planning consent.
- CAT** Catalyst – Bringing parties together and seeking grant applications where aligned to Council objectives.
- LO** Landowner – Acquiring land only to unlock development or enable objectives to be achieved.
- D1** Developer – Generally higher risk and residential developments should be delivered by the private sector.
- D2** Developer – Small projects and new public assets should be considered.
- D3** Developer – The Council may have a role in cases of market failure to deliver key objectives.
- F1** Funder – Generally avoid funding higher risk projects.
- F2** Funder – Consider in exception of circumstances for lower value projects or correcting market failure.
- LL** Landlord – Consider for suitable low risk assets to generate revenue income in line with objectives.
- OP** Operator – Consider only where Council is landlord and has the requisite skills.
- OC** Occupier – Council should only occupy existing (or replacement) assets.

Policy Maker & Statutory Authority / Catalyst

The Council of course has a statutory responsibility to develop and administrate planning policy, however further to this, a core role of the Council is to act as catalyst for change to meet their objectives. A good example of this is the options appraisal work exploring the placemaking and viability possibilities for the East of High Street and how this could unlock development on the Network Rail site and broader railway station public realm improvement opportunities.

Next steps:

- Local plan
- Further engagement with Network Rail,ainsbur's, CC etc
- Identify / apply for grant and funding opportunities.

Landowner / Developer

The Council is a landowner and there may be circumstance where acquiring more land could enable necessary development. The Council should look to best utilise existing land and as such may need to take on the role of developer enable further development. Alternatively, the council may need to be the developer for projects that are not commercial to fulfil the Council's obligations to provide services.

Next Steps:

- East of High Street masterplan and business plan
- Angel Centre decision
- Deliver wayfinding project.

Funder

The Council in some circumstances need to take on a funding role. The council will need to fund smaller projects that are for the benefit of the public, funding may be through grants. Where there is a market failure the Council may need to step in as a funder to ensure that the council objectives are met.

Next steps:

- Identify grant funding opportunities.
- Establish max cashflow, asset revenue expectations / needs, appetite for debt
- Update investment strategy and borrowing strategy to reflect objectives
- Business plan for the Leisure Centre

Landlord

The Council can access capital more easily than increasing revenue, with revenue being a challenge all local authorities are facing. Holding revenue producing assets is a way that the Council can increase revenue to support other services however assets need to align with the Council's resources, skills, and appetite for risk. Some assets are better suited to public sector ownership than others, e.g. hotel, retail, offices and parking.

Next steps:

- Agree on acceptable levels of investments and asset classes the Council should invest in.
- Identify opportunities for the Council to convert capital receipt to investment assets.

Operator

When acting as a landlord the Council may need to take on the operating of assets however it is important that council fully understands internal resources and skills available for this. In some circumstances it may be more appropriate to utilise the private sector.

Next steps:

- Develop a matrix of what is required to operate and manage the types of assets the Council is considering holding and compare this to available resources and skills.

Occupier

Council should utilise existing assets.

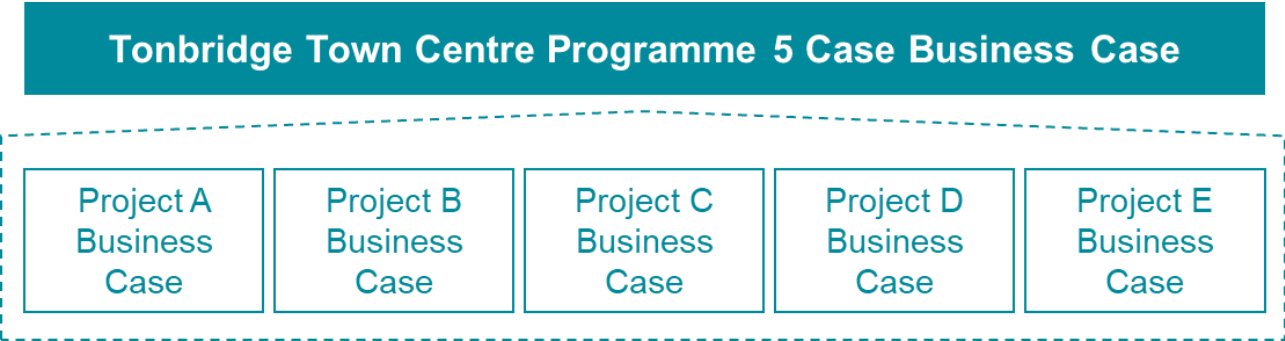
Five Case Business Case Framework

The Green Book is guidance issued by HM Treasury on how to appraise policies, programmes, and projects. It also provides guidance on the design and use of monitoring and evaluation before, during and after implementation. The Treasur ’ s five case model, see the 5 cases below, is the means of developing proposals in a holistic way that optimises the social / public value produced using public resources. Similarly, there is a requirement for all organisations across government to work together, to ensure delivery of joined up public services. (HM Treasury, 2022).

Table 27: The 5 case’s

Strategic dimension	What is the case for change, including the rationale for intervention? What is the current situation? What is to be done? What outcomes are expected? How do these fit with wider government policies and objectives?
Economic dimension	What is the net value to society (the social value) of the intervention compared to continuing with Business as Usual? What are the risks and their costs, and how are they best managed? Which option reflects the optimal net value to society
Commercial dimension	Can a realistic and credible commercial deal be struck? Who will manage which risks?
Financial dimension	What is the impact of the proposal on the public sector budget in terms of the total cost of both capital and revenue?
Management dimension	Are there realistic and robust delivery plans? How can the proposal be delivered?

Figure 15: 5 Case business cases at both a project and programme level



For TMBC, as with other local authorities, the five-case model is a useful tool in the governance of activity. Not every project will require the same level of detail however the principals of the five cases can be used irrespective of the scale of a given intervention. Furthermore, this should align with the

Council's existing governance processes. Though done at a programme or project level, projects can be progressed through the following levels of detail:

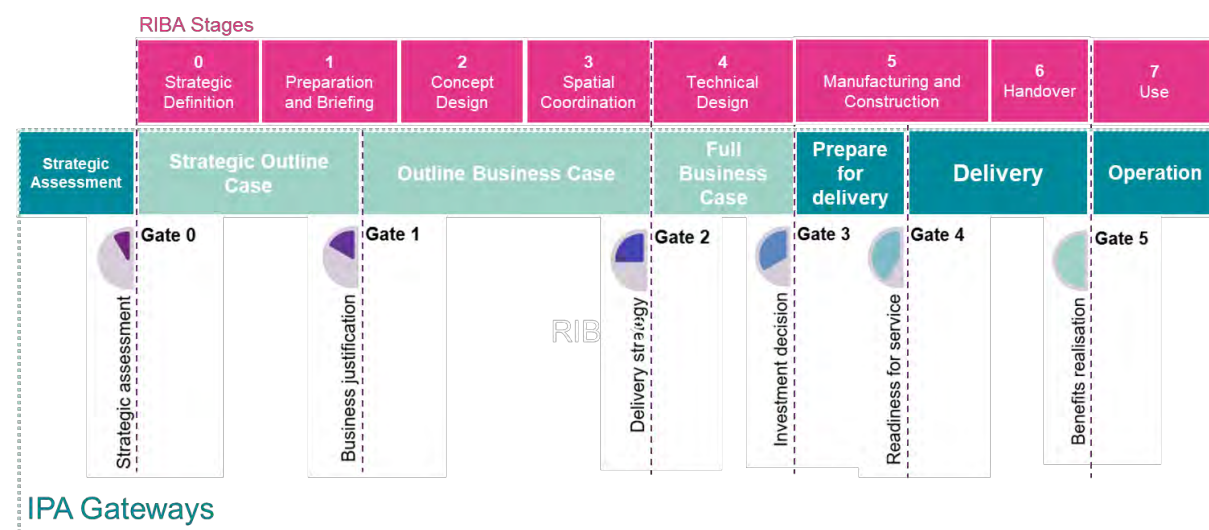
- The Strategic Outline Case (SOC)
- The Outline Business Case (OBC)
- The Full Business Case (FBC)

The following figures illustrate the level of detail of each of the respective business cases and, recognising not all projects are buildings, how they align to the RIBA stages.

Figure 16: Levels of business case

	SOC STAGE	OBC STAGE	FBC STAGE
Strategic Case	Strategic context Case for change	Revisit SOC	Revisit case for change
Economic Case	Critical Success Factors Longlist to Shortlist Preferred Way Forward	Value for Money Preferred option	Revisit OBC options
Commercial Case		Procurement strategy Payment mechanisms Call for bids Contract	Set out negotiated deal and contractual arrangements Detail procurement process and evaluation of BAFOs
Financial Case		Affordability Funding	Revisit and update OBC assumptions Set out the deal's financial implications
Management Case	Project set up and Governance Assurance Risk Management	Project Management – plans Change and contract management Benefits realisation Risk management Project assurance	Revisit OBC assumptions and finalise management arrangements and plans

Figure 17: Business case level with respect to RIBA stages



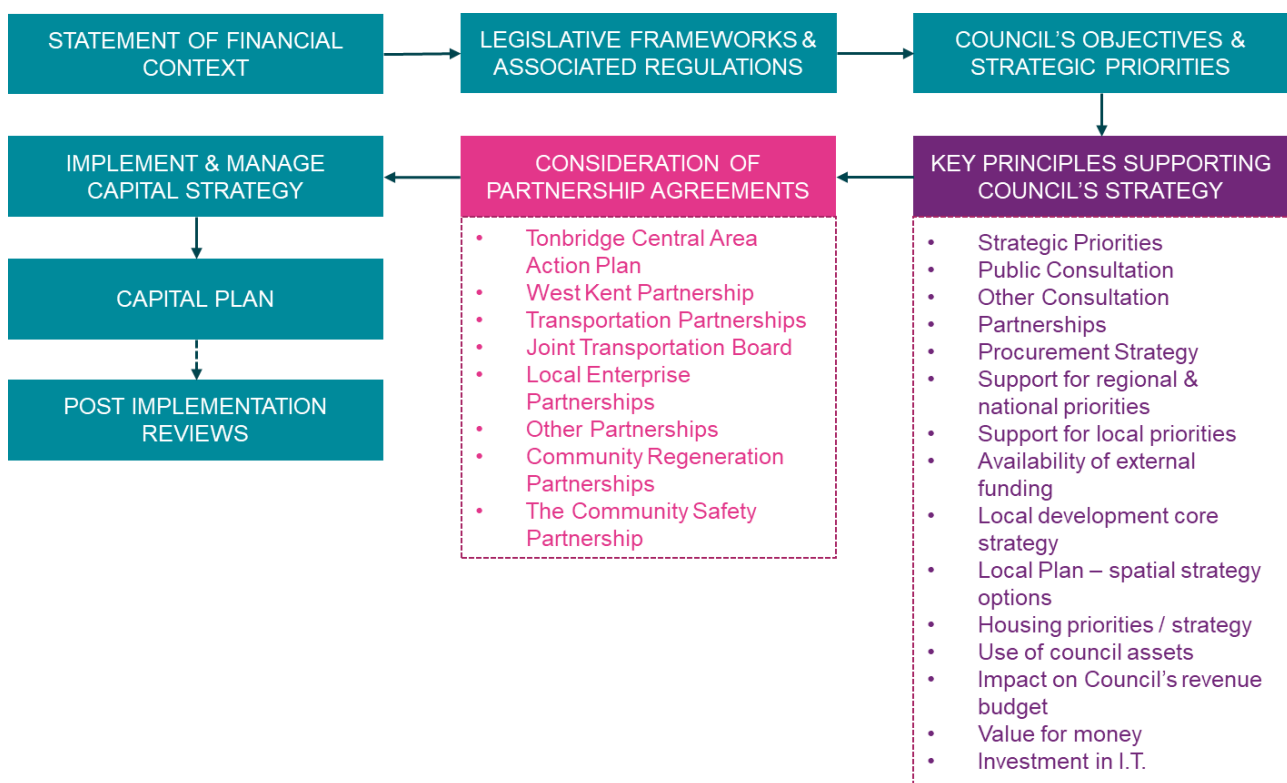
Internal Governance and Capital Planning

Capital planning is an important part of the decision-making process for schemes. The aim of the Capital Strategy (outlined below) is to assist the council with achieving their objectives and strategic priorities by providing a “Capital Plan”. The proposed schemes should identify the source of investment as well as alignment to TMBC’s strategic objectives and priorities. Projects and schemes are grouped into “Cost Bands” from small amounts of value (£5k – £25k) to larger amounts exceeding £200k. The cost band will influence the size and scale of the Business Plan as well as the level of due diligence. TMBC have a list of schemes categorised into A, B and C. In List A schemes have an approved capital plan, in List B schemes have successfully passed evaluation and List C schemes are for consideration by members. Each scheme should meet the following criteria and provide justification where necessary.

- To meet legislative requirements including health and safety obligations
- Funded from external resources
- Reduce revenue expenditure and/or generate income

Following 12 months completion of the scheme, the council will hold a post implementation review to discuss effectiveness and value for money. This is then reported to the Scrutiny Select Committee.

Figure 18: Capital Strategy (interpreted from existing TMBC Capital Strategy)



To align the town centre programme, capital strategy and prioritised objectives the council should consider introducing the following:

- **Option 1:** Town Centre Programme Board that would report to existing committees to ensure projects and activity across the town centre is considered holistically, support with business planning and advise capital planning accordingly.

- Option 2: Town centre programme board with delegated powers that would sit alongside existing committees, considering the projects and activity holistically, coordinate the requisite business planning and input into the capital strategy through to approval.

Figure 19: Option 1 - Proposed introduction of a Town Centre Working Group

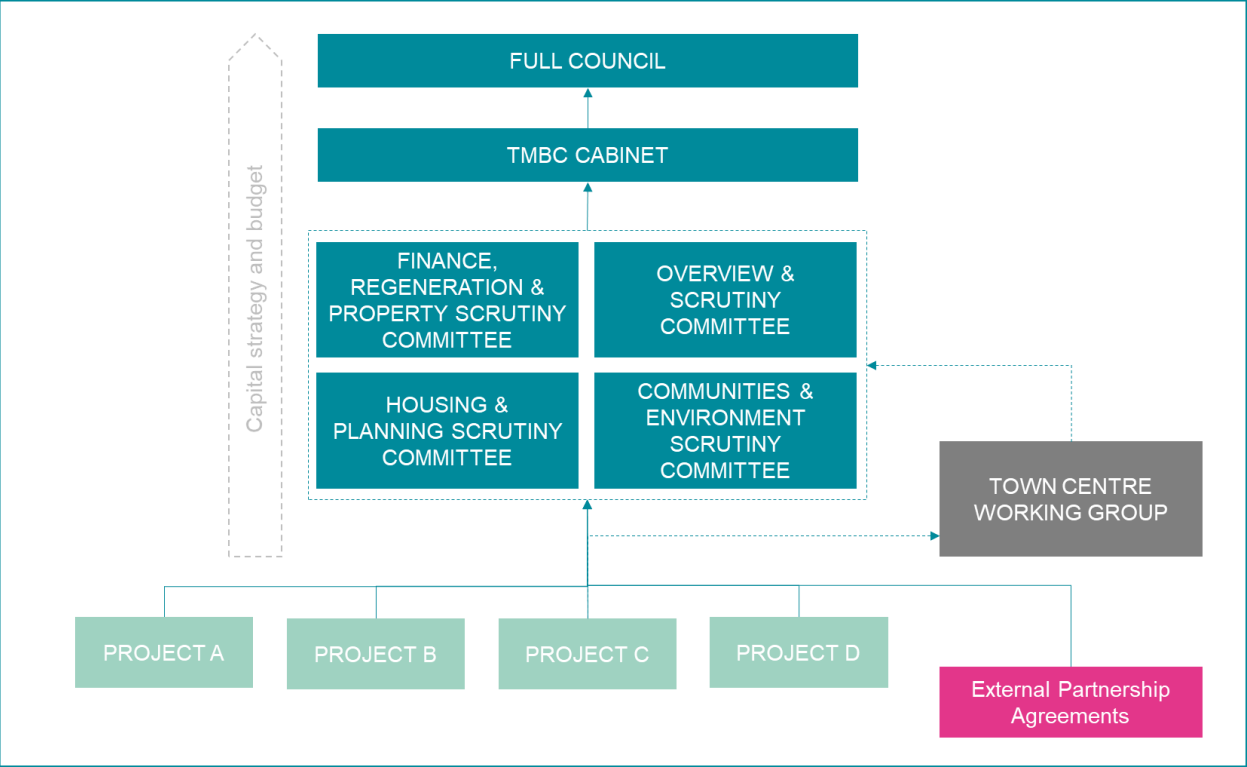
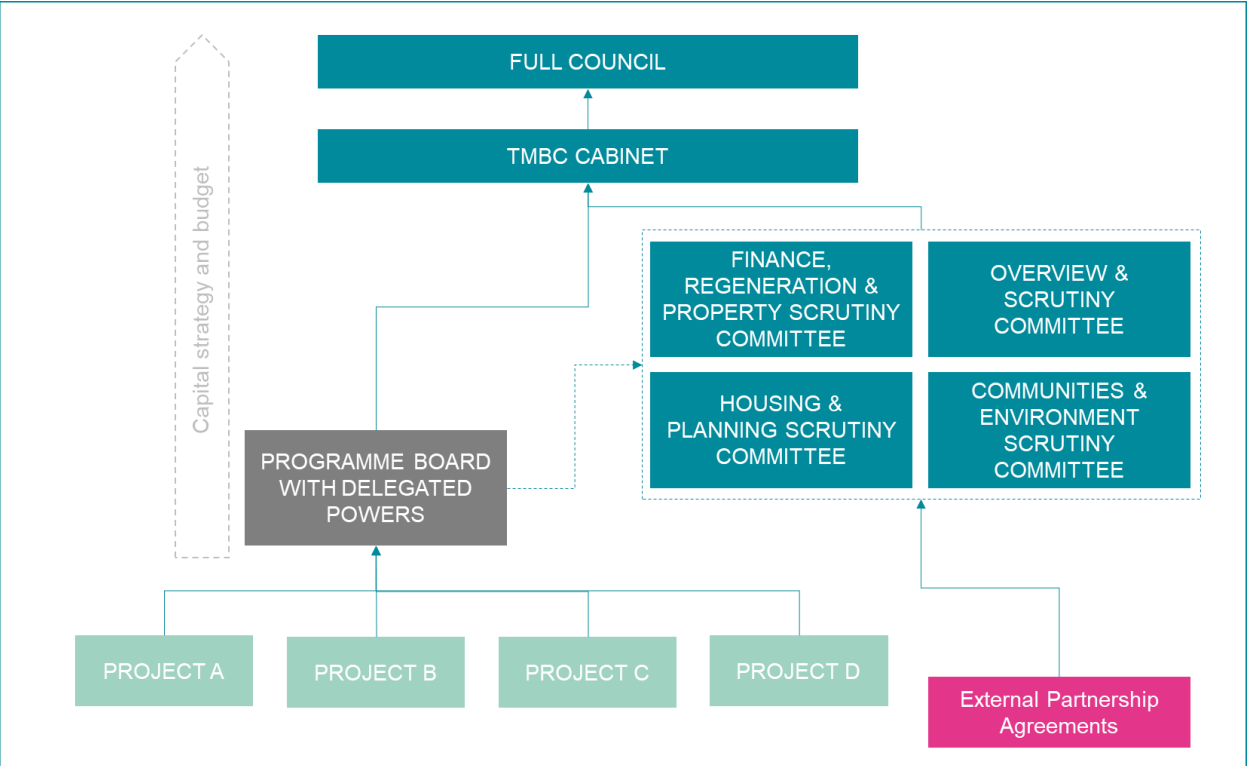


Figure 20: Option 2 – Proposed introduction of Programme Board with delegated powers



3

NEXT STEPS



3. NEXT STEPS

The programme will always be dynamic and need to respond to economic and political change balancing the tensions between environmental challenge, social needs, and market forces. This report outlines tools the Council can use to navigate delivering on their objectives and should be adapted to the changing development landscape.

The following are next steps the TMBC should consider:

- **Implement an internal governance structure** that can best support shaping and delivering the town centre programme and ensure the programme meets the Council's objectives, this could include developing terms of reference (ToR) for any new governance body.
- **Establish what resources, both financial and skills needed to deliver the programme.** This will require agreement that role the Council intends to take and defining the Council's annual financial parameters.
- **The conclusion of the new local plan** is vital to progressing many elements of the programme and as such the ongoing new local plan process should look to:
 - Incorporate the East of High Street options appraisal work to inform deliverability, housing densities and types.
 - Develop strategies for net zero, active travel and parking, and identify movement and active travel routes that would support these strategies.
- **The East of High Street site:**
 - A decision with respect to the future of the Angel Leisure Centre as this is critical to any future masterplan work.
 - Community engagement to establish what residents and business owners see as most important with respect to any future development, further informing any masterplan work.
 - Further engagement with Chansburys to align their plans with those of the Council.
 - Develop masterplan and outline five case business case for key sites East of High Street with the opportunity to collaborate with Network Rail and include the Network Rail development site.
- **An exciting town centre wide masterplan** that should seek to balance being ambitious recognising the risk of not being realised against a focus on individual sites as they come forward with the risk of the Council's objectives not being achieved.
- **Begin work on the Tonbridge brand** to best celebrate what the town values and has to offer however also identify opportunities for improvement.

