

Towns Fund Stage 2 Business case guidance Annex C: Summary Document template

Towns must:

- Submit a completed Summary Document for each project to Ministry of Housing, Communities and Local Government (MHCLG) as soon as they are ready and within 12 months of agreed Heads of Terms.
- **Where towns require funding in 2021/22** then Summary Documents **must** be submitted to MHCLG by 28 January 2022.
- Note that in the event of late submission of Summary Documents (SD), MHCLG cannot guarantee payment. If there is a risk of late submission, towns should promptly liaise with their MHCLG local leads.
- **With the first Summary Document, include** Part 2: Town Investment Plan (TIP) conditions (where applicable).

Please note: MHCLG will use the financial profile (Annex A-1) submitted previously to make any payment.


Programme-level update

Where not submitted today, the remaining Summary Documents submission timings.

Project name	Month/Year
1. Doncaster Heritage	March 2022
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	
10.	

Part 1: Project Summary Document

Towns should complete this for each project.

Summary Document table
1. Project name: Doncaster Station Gateway - Railway Square Extension
2. Heads of Terms project conditions <ul style="list-style-type: none">- Actions taken to address any conditions attached to the project in the Heads of Terms, where applicable.- Where the condition was to provide a delivery plan please input in the section below (no.9) and/or attach to this document.
There were no conditions attached to the Doncaster Station Gateway Railway Square Extension Project the Doncaster Towns Deal Heads of Terms, as provided by the Department for Levelling Up, Housing and Communities (DLUHC).
3. Business case appraisal <p>Provide details of how the business case has been appraised including:</p> <ul style="list-style-type: none">- business case type- any internal or external assurances
<p>The Doncaster Gateway: Railway Square Extension project will deliver a significant extension to the recently upgraded Railway Square, to allow connection with the Station Gateway site, allowing greater walkability and space for enterprise. The public realm will be predominantly soft landscaped to provide a green urban space within the town centre.</p> 

The Doncaster Gateway: Railway Square Extension scheme requires the acquisition of existing office development which will be demolished to create the site for delivery of the proposed new public realm scheme. In addition, this will allow the exploration of options to improve car parking and drop-off arrangements for the station.

The Major Projects Team has been working with external partners Willmott Dixon and Queensberry on the design and development of the project.

The Council already has in place an Access Agreement that allows it to engage with the National Scape Frameworks which are fully compliant with DMBC procurement rules and configured to achieve value for money, efficiency, local social and economic impact. Through the appointment of Willmott Dixon from the Scape Construction Framework the Council has successfully delivered several major projects which incorporated significant landscaping and public realm elements including the National College for High Speed Rail and new Library and Museum.

Willmott Dixon were appointed, in agreement with DMBC Procurement Team, to undertake design and project development work in respect of the Station Gateway: New Multi-Use Building) to incorporate a Feasibility Study and RIBA Stage 2.

The scheme, currently designed to RIBA 2, incorporates a hard-landscaped boulevard linking the station forecourt to the new office building development. The concept for the wider public realm scheme is a softer, greener landscape to complement the harder environment immediately adjacent the station and to have trees screening the adjacent Trafford Way road.

The aspiration is to create an urban greenspace in the heart of the town to support the objectives of improved wellbeing and connection to nature.



The main outputs of the Railway Extension scheme include 400m new or upgraded cycle or walking paths, delivery of over 3,000 m2 of new public realm and 30 additional cycle parking spaces. Wider outcomes will be improved commuter flows, enhanced perception of place and increased health and well-being for residents.

The Business Case for the Doncaster Station Gateway Railway Square Extension project (done as a combined Full Business Case with the New Multi-Use Building and Associated Public Realm project) appraised the project's needs, aims, costs, risks, benefits and management arrangements through the 5 cases model, following the main principles of the HM Treasury Green Book, as follows;

- Strategic Case
- Economic Case
- Commercial Case
- Financial Case
- Management Case

The Business Case was subject to internal and external assurance as outlined below:

- Peer-reviewed within the Doncaster Towns Deal Team
- Contribution and Review by lead stakeholders through the drafting process (detail out various workshops, meetings particularly Stage 2 and Commercial related)
- Review and Contribution from leads for Finance and Legal Services
- Doncaster Town Deal Working Group
- Mayor of Doncaster and Lead Cabinet Member
- Doncaster Town Deal Board
- S151 Officer
- Director of Economy and Environment – 11th May 2022
- Doncaster Council Executive Leadership Team – 16th May 2022
- Doncaster Council Executive Board – 25th May 2022
- Doncaster Council Cabinet (Formal Approval FBC) – 8th June 2022
- Doncaster Town Deal Board (Formal Approval and Sign Off FBC) – 20th June 2022

4. MHCLG capital (CDEL) 5% payment

Main activities, if applicable:

The total 5% CDEL funding allocated to the Doncaster Towns Deal is £1,240,000. The breakdown of the funding related to the specific projects is as follows;

- Railway Square Extension project - **£207,450**
- New Multi-Use Building and Associated Public Realm - **£1,004,500**
- *Heritage* - £28,050

The 5% early funding for the Railway Square Extension Project and New Multi-Use Building and Associated Public Realm (combined total £1,211,950) has been allocated to the following uses across the combined projects, to date:

- Feasibility Work / Design to RIBA Stage 1: Site Analysis; scheme design to RIBA Stage 1 (Project Brief); BCIS Cost Plan and Benchmarking Comparisons; Project Programmes (Pre-Con and Construction); Added Value Proposal and Risk Register. (Nil Cost)
- Pre-construction activity and Design to RIBA Stage 2: Building design study and Stage 2 Optioneering; scheme design to RIBA Stage 2 (concept design) including Architectural and Landscape visualisations, Structural Design summary and Mechanical & Electrical Services Plans; Programmes and Site Logistics; Surveys; Risk Register; Social Value Draft Plan; BCIS Cost Plan and Draft PCSA. (£98,882 + vat)
- Commercial advice and development of a leasing and marketing strategy for the proposed mixed-use building. (£78,375 + vat)
- Cost Management Advice on Feasibility and Stage 2 Submissions and PCSA Contractual Items (£12,500 + vat)
- External legal advice and preparation of Compulsory Purchase Orders (£10,200 + vat)
- District Valuer (Property Valuations and Acquisition Advice) (£15,000 + vat)
- Acquisition of strategic property to facilitate necessary site assembly (£175,000 + vat)

Total Allocated Spend to date - £214,957 + vat

All procurement of the works and services outlined above has been undertaken in full consultation with Doncaster Council's Procurement Team and all are compliant with the Council's Contract Procedure Rules.

5. Quantified benefit-cost ratio/value for money (e.g. Benefit Cost Ratio or Net Present Social Value)

A quantified benefit-cost ratio should be provided. If it has not been generated, a summary of evidence used by the S151 Officer to demonstrate value for money should be stated.

Quantified Benefit Cost Ratio and Net Present Social Value for Doncaster Station Gateway - Railway Square Extension

BCR Calculation	Value (£)
Present value costs	£6,224,168
Present value benefits	£10,262,607
BCR	1.65
Net Present Social Value	£4,038,439

Combined Benefit Cost Ratio and Net Present Social Value for Doncaster Station Gateway - New Multi-Use Building and Associated Public Realm

	Railway Square Extension (Public Realm)	Multi Use Building	Combined Schemes
Present value costs	£6,224,168	£22,065,506	£28,289,674
Present value benefits	£10,262,607	£38,346,253	£48,608,860
BCR	1.65	1.74	1.72
Net Present Social Value	£4,038,439	£16,280,746	£20,319,185

The methodology used by Mott MacDonald, working with DMBC to develop the full Economic Appraisal of the project which forms the basis of the project Economic Business Case, is outlined below;

The methodology used by Mott MacDonald, working with DMBC to develop the Economic Business Case through which the BCR was obtained, is outlined below;

Methodology

The methodology used to produce the economic appraisal of this project is based on a combination of recognised and Green Book-compliant appraisal techniques aimed at capturing the full range of quantifiable benefits of this project. This approach combines land value impacts, both direct and indirect with active travel, employment, crime reduction and cultural wellbeing benefits. These benefits have been selected as they directly relate to the likely impacts of this scheme on Doncaster’s economy. An overview of each methodology is set out below.

Direct land value uplift

The direct land value uplift (LVU) of the site was assessed using site specific information and valuation data from the VOA, to quantify the change in the value of the land resulting from the delivery of the Gateway building.

Wider area (indirect) land value uplift

It is anticipated that the regeneration and enhancement of this area will lead to an increase in the value of existing commercial properties in the area as a result of the area becoming more attractive to visitors, increasing footfall and therefore also customers for local businesses. This output was captured using Transport for London’s Valuing Urban Realm Toolkit (VURT) which quantifies this impact in terms of the effects of the increased activity on commercial land values.

Active travel benefits

Active travel benefits, resulting from an increase in walking and cycling in the area that will be directly enabled and encouraged by the enhanced streetscape. These benefits include health and decongestion benefits resulting from higher levels of physical activities and modal shift. The active mode benefits were captured using the TAG-compliant transport appraisal tool such as the Department for Transport’s Active Mode Appraisal Toolkit (AMAT).

Employment benefits

The direct benefits of increased employment at the Gateway site were captured using an approach aligned to Annex 2 of HMT Green Book (2020), a local, place-based impact that captures the welfare impact of jobs created by this project. This analysis accounts for additionality and the potential for double counting of benefits with the LVU assessment.

Crime reduction

The impact of this project on enhancing the public realm and increasing activity within this space is likely to result in a reduction in crime in the area. This impact is calculated using data from the police on crimes committed in this area over the past five years, with the value of each future offence prevented sourced from the New Economy Unit Cost Database. A high degree of displacement is applied to the gross reduction in crimes reported as the enhancement of a public space does not seek to address many of the root causes of criminal activity, but it can lead to a limited reduction that does deliver a tangible and monetary benefit to society.

6. Deliverability

Will this project still be delivered within the Towns Fund timeframe? (Y/N)

Yes, all project elements including the construction works are programmed to complete within the Towns Fund timeframe, before March 2026. A Full programme has been developed incorporating all key elements of the project. This includes an acquisition timeframe (including a worse case CPO process if required) and full design and construction programme developed by partners Willmott Dixon.

7. Delivery plan

Including details of:

- timescales and key milestones
- partnerships
- interdependencies
- risks and mitigation measures (if not provided above).

Doncaster Council has an excellent track record of successfully delivering large value regeneration and infrastructure projects. It has achieved that by working to a Corporate Plan and within a constitutionally established framework of management and decision-making procedures. That framework ensures highly effective governance not only of the services that it provides but also of the management of its one-off projects.

The Councils regeneration and infrastructure projects are managed within its Directorate of Economy and Environment. Specific responsibility to deliver the Town Deals Projects has been delegated to the Council's Head of Service for Major Projects and Investment in the role of Senior Responsible Officer (SRO) for the project.

The Head of Service is supported by the Strategic Infrastructure Manager, the Major Projects Team Manager and a dedicated team of Project Managers who collectively have a wealth of experience and have delivered a diverse range of major infrastructure projects. The Project Manager allocated to the Doncaster Gateway projects has specific experience of delivering major construction projects including the National College for High Speed Rail Doncaster Campus (£22m) and CCQ Cinema and Restaurant Development (£9m).

The routine governance for this project will be managed through the Doncaster Towns Deal Working Group. This group meets regularly to provide assurance and oversight of the management of the project and discusses all project related issues and risk.

Regular progress reports will be provided to the Doncaster Town Deal Board, Major Projects Board and the Council Executive.

The Project Timescales and Key Milestones are outlined in the table below;

Description	Date
Final Submission Feasibility Study (RIBA Stage 2)	22 nd April 2022
Council Approval (Business Cases, Delivery Next Steps)	8 th June 2022
Submit Summary Business Cases to DLUHC	30 th June 2022
Commence RIBA Stage 3	1 st August 2022
Council Approval (CPO)	September 2022
Planning Pre-App Submission	5 th September 2022
Commence CPO	October 2022
RIBA Stage 3 Approval	27 th January 2023
Commence RIBA Stage 4	30 th January 2023
Full Planning Application Submission	13 th February 2023
Planning Approval	22 nd May 2023
RIBA Stage 4 Approval	14 th August 2023
CPO Decision	5 th October 2023
Early Order for Stage 5 Design	22 nd January 2024
DMBC Possession of Land	5 th February 2024
Construction Contract Award	25 th March 2024
Commence Construction	22 nd April 2024
Practical Completion	26 th August 2025
Tenant Fit Out Completion	1 st December 2025
Open for Business	5 th January 2026

The key interdependencies within the projects relate to the requirement for three key strategic properties to be acquired to facilitate the necessary site assembly for delivery of the proposed schemes. The properties need to be acquired, tenants relocated, and the buildings demolished, all ideally before proposed commencement of construction in April 2024. DMBC is working with construction partner Willmott Dixon to develop a phased delivery initially commencing the construction of the building on the site of two of the properties

The Council's Assets and Property Team are leading on the acquisition strategy and are in negotiation with the owners of the relevant properties. A Compulsory Purchase Order (CPO) may be implemented to support the acquisitions if deemed necessary.

The Council's key partner in the delivery of the project is Willmott Dixon who have been appointed through the Scape Construction Framework. The Council already has in place an Access Agreement that allows it to engage with the National Scape Frameworks which are fully OJEU compliant and configured to achieve value for money, efficiency, local social and economic impact. The Council has successfully delivered several major projects in partnership with Willmott Dixon, including the National College for High Speed Rail, Doncaster Library and Museum and Doncaster Woolmarket.

Willmott Dixon were appointed, in agreement with DMBC Procurement Team, to undertake design and project development work in respect of the Station Gateway: New Multi-Use Building) to incorporate a Feasibility Study and RIBA Stage 2. The progression of the scheme to RIBA 2 was considered necessary to assist the wider project programme by accelerating the Pre-Construction works and to support the formal Compulsory Purchase Order required to support the acquisition of the necessary properties to facilitate the scheme. The outputs of the work undertaken to date include a Building Design Study, scheme designed to RIBA Stage 2 (Concept Design) including Structural and Services Plans, Site Logistics and Zoning proposals, Technical Surveys, Social Value Draft Plan, BCIS Cost Plan and Benchmarking Comparisons, Project Programmes (Pre-Con and Construction) and Risk Register. The main outputs of the Stage 2 Work form the basis of the projects on which the Project Business Cases are based.

In order to progress the project in line with the overarching project delivery programme it is proposed that a contractor be appointed to undertake the remaining Pre-Construction Activities required, to develop the schemes to a position to incorporate into the Main Works Contract.

The next stage of the Design and Construction process is the Pre-Construction stage incorporating RIBA Stages 3 and 4. It is proposed to commence the Stage 3 in August 2022 with completion by end January 2023, following which a full planning application will be submitted.

The key elements of the Stage 3 works will incorporate further technical surveys including sub-scan of existing services, full phase 2 Site Investigation, CCTV drainage survey, Definition of Waste Code of Practice (DoWCoP) assessment, Asbestos Management Survey, detailed ecology survey, and traffic and highways condition survey. Stage 3 work will also include development of an updated preconstruction programme and supply chain integrated construction programme, updated risk programme, detailed Social Value Charter and revised Cost Plans. The scheme design will be refined and developed into a co-ordinated architectural and engineered design. The Stage 3 design will form the basis of a submission of a full planning application in February 2023.

Stage 4 of the Pre-Construction Services Agreement will incorporate technical design including any specialist sub-contractor design required to ready the scheme to enter the construction phase such as detailed structural design and mechanical and electrical services design.

Following completion of the Pre-Construction Activities outlined above the scheme will be ready to progress to construction phase. The current project programme is for the construction works to commence in April 2024 and complete by September 2024 to allow for tenant fit out and occupation by the Town Deal funding deadline of March 2026.



Risks, Issues, Assumptions and Dependencies (RAID) are identified, recorded and managed at project level – escalated as required for mitigation measures. Below is a list of relevant risks identified for the Doncaster Station Gateway Railway Square Extension project.

Risk	Likelihood (1-5)	Impact (1-5)	Score	Mitigation Measures	Owner
Funding risk - not receiving Towns funding	1	5	5 (low)	Continued stakeholder involvement with DLUHIC and business partners	DMBC Programme lead
Reputational risks - outcomes are not realised	2	3	6 (low)	Outcomes will be tracked through M&E plan in consultation with commercial managers.	DMBC Programme Lead and Major Projects Team
Indexation risk – inflation of material costs	3	3	9 (medium)	Inflation will potentially impact on material costs. Inflation risk cost item built into Project Cost Plan. Project delivery will be carried out to	DMC Major Projects Team

				specification and budget.	
Processes for controlling assurance and reporting	2	3	6 (low)	Weekly scrum meetings, monthly working group meetings and quarterly town board meetings.	DMBC Programme lead
Governance decisions and consents	2	2	4 (low)	Governance is closely monitored by policy team.	DMBC Programme lead
Lack of consultation in feasibility leading to friction with options produced	1	4	4 (low)	Doncaster Council, as a key partner will utilise existing consultation and work with colleagues to expand and provide stakeholders to appropriate colleagues conducting the studies.	DMBC Programme lead
Failure to acquire properties	2	5	10 (medium)	DMBC progressing discussions with property owners to progress acquisition through negotiated deals. However, in case the acquisitions cannot be completed in this way it is proposed to commence a formal CPO process in respect of the properties to run parallel to the negotiations.	Assets & Property and Major Projects Team
Project cost escalation beyond TD funding allocation.	3	3	9 (medium)	DMBC working in collaboration with construction partner Willmott Dixon has produced a cost plan for the design and construction element of the project. Also, District Valuer was commissioned to provide up to date valuations. Overall, the current estimated total project cost is higher than the TD funding allocation.	DMBC Major Projects Team and Finance Team

				Cabinet approval has been obtained to fund the current funding gap of £2.8m.	
Failure to deliver project within funding programme timescale	2	3	6(low)	DMBC have worked closely with construction partner Willmott Dixon to develop a full project programme to completion before the end of March 2026 which is the funding programme deadline. Current programme identifies completion of construction in September 2025. This is subject to critical path CPO process being completed as per estimated timescale.	DMBC Major Projects Team
Failure to attract tenants	2	4	8(medium)	DMBC appointed commercial consultants Queensberry to undertake a commercial appraisal and produce a leasing and marketing strategy for the development. It is considered there is a market demand for the proposed development and that the office and retail space will be lettable at a rate higher than the current existing Doncaster market due to the specific location adjacent Doncaster train station and due to the high quality design and environmental credentials of the building.	DMBC Assets and Property team and Queensberry (external marketing and leasing consultants)

8. Town Deal Board Chair name & signature

Name of the Town Deal Board: **Tariq Shah**

Chair's name and signature:

Date:

9. By signing, I agree that:

1. The business case, in a proportionate manner, is Green Book compliant.
2. The 5% early capital (CDEL) has been included in the Town Fund project costs across the programme.
3. This project and expenditure represent value for money, including the 5% early capital (CDEL) provided.
4. Project-level Equality Impact Assessments such as Public Sector Equalities Duty and/or Environmental Impact Assessments have been undertaken.
5. For final submission - programme-level Public Sector Equality Duty assessment has been undertaken by the accountable body.

Name of the lead Local Authority and signature of the Chief Executive Officer or S151 Officer

Name of the lead Local Authority: Doncaster Council

Job title: **S151 Officer**

Name and signature: **Faye Tyas**

Date:

Annex: submission checklist

Use this as guidance when submitting the Summary Documents.

Items	Checked	Qty
first submission		
1. Programme-level update	<input type="checkbox"/>	
2. Part 1: Project Summary Document	<input type="checkbox"/>	
3. Part 2: Town Investment Plan (TIP) conditions	<input type="checkbox"/>	
4. Final Monitoring & Evaluation (M&E) plan	<input type="checkbox"/>	
5. Any other documents	<input type="checkbox"/>	
all other submissions		
1. Programme-level update	<input type="checkbox"/>	
2. Part 1: Project Summary Document table	<input type="checkbox"/>	
3. Final M&E plan	<input type="checkbox"/>	
4. Any other documents	<input type="checkbox"/>	