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 - New Multi-Use Building and Associated Public Realm

2. Heads of Terms project conditions

- 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 New Multi-Use Building and Associated Public Realm Project in the Doncaster Towns Deal Heads of Terms, as provided by the Department for Levelling Up, Housing and Communities (DLUHC).

3. Business case appraisal

Provide details of how the business case has been appraised including:

- business case type
- any internal or external assurances

Project Description

The Doncaster Gateway: New Multi-Use Building and Associated Public Realm project is a keystone development to promote and encourage further investment in the Doncaster Gateway site and involves the delivery of a 4-5 storey office/mixed use building. This is a very significant project, with the majority of spend required on the build costs of a new mixed-use building but with additional improvements to the wider public realm and connectivity to pedestrian and cycle routes.





Major Projects have been working with Queensberry Real Estate Consultants who have provided expert advice on the current market demands for commercial office space in addition to projected potential rental income from the development.

Queensberry have advised that within the regional marketplace there is a regular demand for 5-20,000sqft. As businesses return to the office, they are seeing faults and challenges within their existing premises with several clients starting to think about potential moves in the next 12-24 months. Moreover, many businesses are closer to lease expiries or breaks following small extensions through Covid Lockdown conditions or are currently located in generally older less attractive buildings. They are now looking at relocation or taking the next step to a larger office base. The number of businesses considering these considerations is expected to steadily increase over the next few years. The fundamentals of the office have not changed for many businesses and still require a space and a base for the business. However, how businesses use the office has shifted slightly since Covid with trends moving towards flexible working, increased break out areas, virtual meeting areas and events, with some tenants taking more space to accommodate such facilities.

Regarding rental levels and incentives, Queensberry have advised that a target rental of £15 per sqft is very achievable within the local market. Given the current brief for the building to be of a high-quality design, providing the facilities the market is now demanding and with strong sustainability credentials, it is felt that £20sqft could be achieved with the correct marketing.

The leasing strategy is to try and secure tenants on the longest base terms as possible with as few lease breaks as possible, preferably as late in the term as possible, if at all. Recent trends

appear to be developing towards tenant requirements as follows,

- Requirements at 5,000-10,000 sqft most businesses are requesting 10-year leases but with a break at year 5
- Requirements at 10,000-15,000 sqft most businesses are requesting 10-year term with breaks at either year 5 or 7
- Requirements at circa than 20,000 sqft most businesses are requesting 10- or 15year terms with breaks at circa 10 years.

The design of the building allows sub-division for separate floors or compartments within floors, giving a highly level of flexibility to be able to adapt to potential tenant requirements and allows a flexible approach to leasing and targeting of potential tenants. In order to achieve the aspirations of the project and create the rent levels required, the hierarchy of tenant types to be targeted is listed below:

- International / National / Established Regional Organisation to take full building space
- National / Established Regional Organisation to take 5,000 10,000 sq. ft (2 floors) of building
- Management Tenant to take full / partial building space and operate a managed workspace serving several businesses located in shared or smaller work units

The commercial input into the design process and allowances made within the development appraisal for rent free periods and capital incentives will allow the above targets to be pursued. Preliminary discussions have been held with an established national management tenant who has expressed an interest in the building as managed workspace following the success of similar enterprises that they operate in the region, in addition to other national locations.

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 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 building design has been developed to RIBA Stage 2 (concept design) with a target Gross Internal Floor Area (GIFA) of maximum 4,650m2 incorporating a ground floor with four principal upper floors and a further roof level utilised for plant and ancillary support functions.

The principal use of the building will be commercial office space on the upper floors, capable through the grid structural layout of being subdivided in various configurations. The Ground Floor will comprise 2 public facing retail units, likely to focus on high quality food and beverage offer and/or health and fitness provision.

The design currently includes 2 core options, central core and side core, which will be further

design tested and considered in context of commercial appraisal and building servicing requirements.

Amenity enhancements on the upper floors will include inset balconies and winter gardens to key north (station facing) and south elevations. These features will help to provide a quality of biodiversity and wellbeing to the building.

Elevational treatment will be high quality and robust using materials and systems that are easily sourced, sustainable, cost effective and characterful.

The preferred environmental treatments will be passive, with opportunities for natural daylighting and natural ventilation favoured within the façade design wherever possible. Where required, additional provision will be made to resolve acoustic and air quality constraints imposed by the proximity of the adjacent Trafford Way.

The building design and construction is targeting the highest green credentials including Net Zero Carbon in operation, BREEAM Excellent rating and an EPC rating of A. In addition to the obvious environmental benefits of developing a highly green and sustainable building, such standards are highly desirable to top end tenants who will be targeted for the building.

Further details plans and drawings of the Stage 2 Proposals are illustrated in the attached Stage 2 Submission document and the updated Architectural Design Visuals.

The main outputs of the New Multi-Use Building and Associated Public Realm scheme include 6,000 m2 gross of new commercial development, 2,600 m2 of public realm improved, 4,500m2 of gross office space (including shared access and circulation) and 1,500m2 of potential retail/leisure floorspace on the ground floor (including shared access, circulation and reception). Wider outcomes include an increase in the amount (and diversity) of high quality, affordable commercial floor space, delivery of new public spaces, an increase in the amount shared with workspace or innovation facilities, increased number of enterprises utilising high quality, affordable and sustainable commercial spaces and an enhanced perception of the place by residents/businesses/ visitors.



The Business Case for the Doncaster Station Gateway New Multi-Use Building and Associated Public Realm project (done as a combined Full Business Case with the Railway Square Extension 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 Summary Business Case) 8th June 2022
- Doncaster Town Deal Board (Formal Approval and Sign Off Summary Business Case and FBC) – 21st 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 New Multi-Use Building and Associated Public Realm Project and Railway Square Extension Project (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)

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 - New Multi-Use Building and Associated Public Realm

BCR Calculation	Value (£)
Present value costs	£22,065,506
Present value benefits	£38,346,253
BCR	1.74
Net Present Social Value	£16,280,746

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

	Station Forecourt Public	Multi Use	Combined
	Realm extension	Building	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;

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.

The Full Programme is outlined in the Stage 2 Submission document.

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 for Doncaster Council, 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 through regular briefings with the Director of Economy and Environment, Director of Corporate Services and the Mayor and relevant Cabinet Portfolio Holder.

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-Application 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 subscan 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 main risks identified for the Doncaster Station Gateway New Multi-Use Building and Associated Public Realm project.

Risk	Likelihood	Impact	Score	Mitigation Measures	Owner
	(1-5)	(1-5)			
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 specification and budget.	DMC Major Projects Team
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	1	4	4 (low)	Doncaster Council, as a key partner will	DMBC Programme lead

friction with options produced				utilise existing consultation and work	
production of the control of the con				with colleagues to expand and provide	
				stakeholders to	
				appropriate	
				colleagues conducting	
				the studies.	
Failure to acquire	2	5	10(medium)	DMBC progressing	Assets &
properties				discussions with	Property and
				property owners to	Major Projects
				progress acquisition	Team
				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.	
Project cost escalation	3	3	9 (medium)	DMBC working in	DMBC Major
beyond TD funding				collaboration with	Projects Team
allocation.				construction partner Willmott Dixon has	and Finance
					Team
				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.	
				Cabinet approval has been obtained to fund	
				the current funding	
				gap of £2.8m.	
Failure to deliver	2	3	6(low)	DMBC have worked	DMBC Major
project within funding			, ,	closely with	Projects Team
programme timescale				construction partner	-
				Willmott Dixon to	
				develop a full project	
				programme to	
				completion before the	
				end of March 2026	
L				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.	
	Failure to attract	2	4	8(medium)	DMBC appointed	DMBC Assets
	tenants	_	7	O(mediam)	commercial	and Property
	teriarits				consultants	team and
					Queensberry to	Queensberry
					undertake a	(external
					commercial appraisal	marketing and
					and produce a leasing	leasing
					and marketing	consultants)
					strategy for the	Constituints
					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.	
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8. Town Deal Board Chair name & signature

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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						
Programme-level update						
2. Part 1: Project Summary Document						
3. Part 2: Town Investment Plan (TIP) conditions						
4. Final Monitoring & Evaluation (M&E) plan						
5. Any other documents						
all other submissions						
Programme-level update						
2. Part 1: Project Summary Document table						
3. Final M&E plan						
4. Any other documents						