

herein has not been checked or verified by AL and the Client. Any for fees AECOM Ltd ("AL") for the



SHEFFIELD CITY REGION INFRASTRUCTURE ADVISORY BOARD 21 January 2015 AGENDA ITEM 3.1 Recommendation from the CIAT for scheme business cases

Summary

This paper sets out the recommendation of the CIAT for:

Stage 1A Chesterfield Northern Gateway (outline business case) Stage 1B Sheffield City Centre - University of Sheffield Campus Phase 1 (full business case) Stage 2&3 Sheffield City Centre – Grey to Green Phase 1 (conditional funding approval)

Sheffield City Centre Grey to Green Phase 1 is the first SCRIF project seeking to enter into a funding agreement, having provided the requested evidence from the Stage 1B business case review. There remain a number of conditions that need to be met ahead of the agreement being determined, but the timeline for this is expected to be complete before the Combined Authority papers are published. The board are asked to consider the recommendation alongside the timescale to resolve the conditions.

1. Issue

1.1. This paper sets out the current status of all schemes that are within the agreed programme and presents recommendations for Chesterfield Northern Gateway Stage 1A, Sheffield City Centre - University of Sheffield Campus Phase 1 Stage 1B, Sheffield City Centre – Grey to Green Phase 1 business cases.

Recommendations

Infrastructure Advisory Board members are asked to:

- 1.2. Agree a recommendation on the **Chesterfield Northern Gateway Stage 1A** business case for consideration by the Infrastructure Investment Body.
- Agree a recommendation on the Sheffield City Centre University of Sheffield Campus Phase 1 Stage 1B business case for consideration by the Infrastructure Investment Body.
- 1.4. Agree a recommendation on the **Sheffield City Centre Grey to Green Phase 1 Stages 2&3** for consideration by the Infrastructure Investment Body.



2. Background Information

2.1. Each of the schemes in the SCRIF programme are current being progressed through the SCR Assurance Framework. The Assurance Framework was developed in consultation with Local Authority partners, Government Departments and experts in the field of business case development and appraisal. This Framework establishes a robust, transparent and efficient process for taking investment decisions. The stages of the Assurance Framework are set out in Figure 1. The Assurance Framework Documentation is provided online http://sheffieldcityregion.org.uk/investment-fund-assurance-framework.

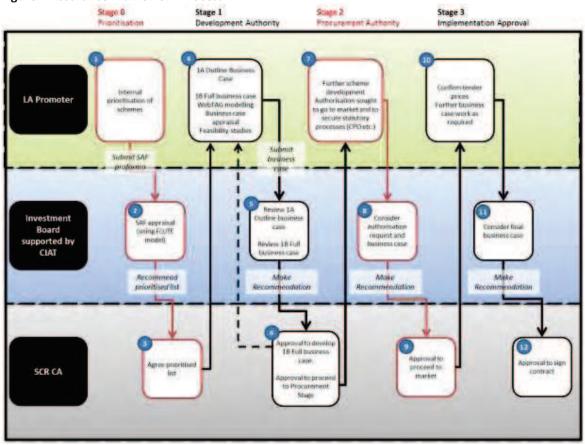


Figure 1 Assurance Framework Process

2.2. The following section summarises the recommendation for each scheme. A fuller assessment for each scheme that supports this recommendation is provided in Appendix A.



Chesterfield Northern Gateway

2.3. Chesterfield Borough Council is applying for £9m of SCRIF investment to part fund the development of infrastructure to help underpin a leisure-led mixed-use development on the Northern Gateway site. The site is located to the north of the town centre and has been identified as a key strategic development site in the SCR Strategic Economic Plan, the sub-regional Economic Development Strategy and the Chesterfield Local Plan.

2.4. The recommendation of the CIAT is for the Chesterfield Northern Gateway project to progress to Stage 1B.

- 2.5. The business case assessment has identified the need for close monitoring of the project as it emerges during Chesterfield Borough Council's competitive tendering process to secure a private sector partner.
- 2.6. The 1B Business Case should focus in particular on: providing evidence of occupier demand for the buildings (especially office uses); providing up-to-date evidence to demonstrate the principle and value of the viability gap; and specific details on the plans to address key project dependencies.

Sheffield City Centre - University of Sheffield Campus Phase 1

- 2.7. The project is identified as an opportunity to complement and capitalise upon existing large-scale growth investments being made by the University. The £2.981m investment in an improved campus environment supports the University's established plans to ensure its long-term competitiveness and growth in both teaching and research activity.
- 2.8. The project involves a series of interlinked public realm, highways and infrastructure works around the University's main site to the west of the City Centre. The objective is to improve the physical environment and quality of pedestrian connections around the campus and to better integrate the campus into the fabric of Sheffield City Centre. The works will extend the existing Gold Route of high-quality public realm to new public squares at the Hounsfield Quarter and the Arts Tower court.
- 2.9. The recommendation of the CIAT is for the Sheffield City Centre University of Sheffield Campus Phase 1 project to progress to Stage 2. A number of conditions have been identified as part of the business case appraisal that will need to be met either prior to a funding agreement being reached or to be included in the funding agreement. These are:
 - 1. Written confirmation of the University's commitment to invest in the development of the four new Science buildings at Hounsfield Quarter;
 - 2. Production of an updated procurement strategy detailing specifically which procurement process will be used for each sub-project;
 - 3. Confirmation that the University will cover any cost increases over the budget costs provided; and
 - 4. Clarity on the maintenance requirement sand responsibilities for ongoing maintenance that will be delivered by the City Council as the basis for the commuted sum provided as part of the overall project costs.



Sheffield City Centre – Grey to Green Phase 1

- 2.10. Sheffield City Council is applying for £2.239m of SCRIF investment to deliver phase 1 of its Grey to Green Corridor project. This project involves the narrowing of the existing highway and the reuse of the surplus road space to construct a linear park, new cycle and pedestrian routes and a sustainable urban drainage system (SUDS) incorporating permeable surfaces and drainage channels.
- 2.11. The project will provide new pedestrian and cycle access and high-quality public realm setting for employment sites within the Riverside Business District. In particular it is intended that the phase 1 investment will catalyse the regeneration and development of the adjacent West Bar site the largest undeveloped office site in the City Centre.
- 2.12. The recommendation of the CIAT is for the Sheffield City Centre Grey to Green Phase 1 project to progress to Stage 3 and conditional funding approval. The conditions have been identified as part of the business case appraisal that will need to be met prior to a funding agreement being reached. These are:
 - 1. SCC Capital Programme Group approves Tender Report and authorises Letter of Appointment. Due 26 January
 - 2. SCC Leader's Decision on West Bar Development Agreements. Due 30 January
 - 3. Novation and variation of Development Agreement completed. Due 6 February.
 - 4. Final comments on funding agreement terms
 - 5. Publication of the business case by SCR (as required by the Assurance Framework) prior to final ratification of the funding agreement by the Infrastructure Advisory Body to allow for public input alongside this recommendation.



Page 5 of 13

Chesterfield Northern Gateway

ASSESSMENT SUMMARY (TO BE COMPLETED BY THE ASSESSOR)

Please summarise your assessment of the scheme's strategic fit and set out any recommendations

Chesterfield Borough Council is applying for £9m of SCRIF investment to part fund the development of infrastructure to help underpin a leisure-led mixed-use development on the Northern Gateway site. The site is located to the north of the town centre and has been identified as a key strategic development site in the SCR *Strategic Economic Plan*, the sub-regional *Economic Development Strategy* and the *Chesterfield Local Plan*.

There is a well-evidenced strategic rationale for the project, based on its potential to directly contribute new private sector employment and to support the longer-term viability of the town centre.

Overall, there appears to be a good strategic case for investment in this project. However, the strategic rationale is highly dependent upon the commercial case and realising the proposed economic benefits. In particular, the strategic case would be severely undermined if the Council is unable to secure a development agreement and/or any future developer is unable to secure sufficient market interest to make the development financially viable.

Please summarise your assessment of the scheme's market potential in relation to the delivery of jobs and GVA outcomes, and set out any recommendations

There appears to be some evidence to support headline demand for the commercial and leisure developments which will be needed, first to enable the chosen developer to raise the necessary development finance, and to support the projected GVA and employment outputs. However, the proposed development is at an early stage of planning and could be subject to significant changes during the procurement of a new developer and therefore specific demand for the proposed buildings will need to be demonstrated at Stage 1B.

In particular, specific occupier demand for office development would be needed to support the case at Stage 1B given that the majority of the employment outputs are office based jobs, and therefore sufficient demand to occupy 7,600m² of office space in Chesterfield town centre is critical to both the commercial and economic cases.

An informal appraisal discussion with Muse Developments suggests that a key component of the office element will be an innovation centre which is also likely to require underpinning by the public sector in the form of a headlease. This has not been accounted for the public sector commitments to the project.

Prior to the Council's legal advice to re-procure for a development partner, MUSE Developments conducted a reasonable amount of early project development work at their own risk. This demonstrates that, subject to gap funding, there appears to be serious interest from at least one developer in the scheme. However, should the project proceed to Stage 1B, a close review of emerging information on development viability will be needed alongside detailed costs, in order to demonstrate the principle and value of the viability gap.

Please summarise your assessment of the scheme's value for money and set out any recommendations

Report prepared by:	Neal Byers	Page 719	
Date:	21/10/2014	•	

The business case indicates the potential of the project to support 848 gross direct FTE jobs. On the basis of GENECON's analysis, the estimated public sector <u>cost per gross job, if delivered would</u> <u>be £14,199</u> (£7,099 SCRIF).

This would appear to represent acceptable value for money compared to established benchmarks.

The estimated <u>public sector cost per housing unit is £42,568</u> (£21,284 SCRIF). This appears to represents <u>reasonable value for money</u> when compared to previous publicly supported housing developments.

The potential level of commercial employment, and therefore the Value for Money case is significantly dependent upon the delivery of the 555 office jobs, in turn reliant upon the commercial viability of office development, and possibly the public sector underpinning an innovation centre.

A transport value for money case has not been completed. Given the value (estimated £5m) and nature of the associated highways works to reconfigure a 1960s gyratory, it is recommended that the CIAT should expect an Appraisal Specification Report proceeding to Full Business Case Stage 1B.

Please summarise your assessment of the scheme's deliverability (in terms of the risks to scheme commencement) and set out any recommendations

Although work has been ongoing on this project over the past few years, the project is currently at an early stage in the delivery process. The Council has yet to complete an OJEU compliant competitive tendering process to identify a development partner, following legal advice that it is not able to proceed with Muse Developments as they originally bid on the basis of a retail-led scheme.

Indeed, most of the key project dependencies remain unresolved. This includes signing a Development Agreement which will be made a requirement for the publicly-funded infrastructure works to commence.

The chosen developer will need to design a suitable scheme, in outline at the very least, which will probably require appointment of sub consultants. The target date for the submission of a planning application is January 2016 and the project will need to secure planning consent. Finally, the Council will need to arrange and confirm the finance mechanism to provide its £9m share of the match funding.

In principle, assuming the public sector funding is forthcoming, the project is deliverable. However, the currently proposed timetable means that the development of the SCRIF 1B Full Business Case will have to run in parallel with the developer procurement process, for approval in November 2015. In practice therefore this means that the project presented at Stage 1B may not be the same as the current proposal.

In the best case scenario, if SCRIF funding is approved the full economic benefits would not be realised until the second half of 2018, although this timetable is at risk of delay if any of the key dependencies are not delivered on time. Should the project proceed to Stage 1B, it will require close monitoring and liaison with the Council throughout the process of developing the Full Business Case.

Report prepared by:	Neal Byers Page 720
Date:	21/10/2014

Page 6 of 13

INVESTMENT FUND

Summarise your overall assessment of the scheme and recommendations for SCR

Overall, this appears to be a strategically important project for Chesterfield and the City Region, with the potential to attract significant private sector investment and contribute new jobs. The proposed project would be one of the town-city centre economic growth projects in the City Region, on an important site along the A61 corridor. Assuming the scheme can be delivered with the envisaged range of occupiers, the investment could represent reasonable value for money for SCRIF. At £9m however this is a large-scale investment for SCR.

The recommendation is that the project should proceed to Stage 1B Full Business Case, with close monitoring of the revised project as it emerges during CBC's competitive tendering process to secure a private sector partner. The 1B Business Case should focus in particular on: providing evidence of occupier demand for the buildings (especially office uses); providing up-to-date evidence to demonstrate the principle and value of the viability gap; and specific details on the plans to address key project dependencies.

Page	7	of	13	

Report prepared by:	Neal Byers	Page 721	
Date:	21/10/2014	-	

Appendix E - Item 3 1 CIAT recommendations SCRIF Business Cases

APPENDIX A



Page 8 of 13

Sheffield City Centre - University of Sheffield Campus Phase 1

ASSESSMENT SUMMARY (TO BE COMPLETED BY THE ASSESSOR)

Please summarise your assessment of the scheme's strategic case and set out any recommendations The project involves a series of interlinked **public realm**, **highways and infrastructure works** around the University's main site to the west of the City Centre. The objective is to improve the physical environment and quality of pedestrian connections around the campus and to better integrate the campus into the fabric of Sheffield City Centre. The works will extend the existing *Gold Route* of high-quality public realm to new public squares at the Hounsfield Quarter and the Arts Tower court.

The project has a **clear strategic rationale based in the long-term plans** for: (i) the University of Sheffield; and (ii) Sheffield City Centre, both of which are strongly aligned to the economic growth ambitions for the City Region.

The project is identified as an **opportunity to complement and capitalise upon existing largescale growth investments being made by the University.** The investment in an improved campus environment supports the University's established plans to ensure its long-term competitiveness and growth in both teaching and research activity. The University has developed a campus masterplan including 24 projects across its estate, to develop new and improved buildings, campus environment and transport and pedestrian connections.

The project has a strong basis in local economic and spatial policy through its inclusion in Sheffield City Council's 2013 City Centre Masterplan. The overall strategic economic rationale of the City Centre programme is that public realm and infrastructure improvements will encourage and secure private investment and development, and therefore future economic growth in the City Centre. The strategic economic rationale of this project is that it could accelerate the development of the University's Science buildings and the economic benefits associated with 3,800 additional students by at least two years. The potential 250 net additional jobs which the business cases suggests could be supported by this project will make a contribution towards achieving **Sheffield City Region's strategic economic objectives.**

A number of project objectives are identified in the Strategic Case. It is recommended that these should be reviewed in line with the specific comments prior to any grant agreement, if these objectives are to be used to measure the success of the potential SCRIF investment.

The strategic options analysis is not as comprehensive or compelling as might be expected of a project at this stage in its development. In particular, the options analysis does not adequately explain the rationale behind the assumption that development will be delayed by at least two years in the absence of SCRIF funding.

Overall however, a reasonable strategic case is presented although it could have been stronger by focusing more on the importance of this development in the context of the overall long-term plan for the future of the University, the specific contribution Sheffield University will make to delivering the ambitions of the City Region Strategic Economic Plan, and in turn how this investment supports that key role. This is particularly relevant given the emphasis on the link to the University's planned expansion of its Science and Engineering Departments. Assuming the economic benefits can be realised (see *Economic Case*) there appears to be a reasonable strategic case for SCRIF investment in the project.

Report prepared by:	Neal Byers Page 722
Date:	21/10/2014

Please summarise your assessment of the scheme's commercial case and set out any recommendations

The projected economic and employment benefits of this project mainly derive from the accelerated delivery of four new University buildings in the Hounsfield Quarter – the spatial focus of a number of the individual public realm and highways works.

The developments are feasible, at least in principle, given that the University is committed to delivering these buildings as part of its current Estates Strategy and the programme of ongoing and proposed investment of £560m in new buildings between 2010 and 2020.

The commercial case presents a **good narrative on demand** and the past and ongoing growth of the University, evidenced by growing student numbers. The case demonstrates the demand for large-scale investment in the Science estate and the requirement for improved pedestrian connections between buildings, and between campus and the city centre. However, the ambitions and student growth targets of the Science Department and the University as a whole could have been clearer.

There is some lack of clarity regarding the procurement strategy as presented in the business case and associated documents [NB although this has been addressed in this revision of the business case provided 15/1/15]. Nevertheless, it is recommended that the CIAT and SCRIF decision-makers review the procurement arrangement prior to any potential grant agreement given the changes made in the development of the business case.

Please summarise your assessment of the scheme's economic case and set out any recommendations The key economic impacts of the project as presented in the business case are the **creation of 250 net additional jobs** and £310m net additional GVA by 2030, although GENECON's analysis suggests **net additional GVA of £230m** based on the model provided.

The economic case is founded on a number of key assumptions about the link between the SCRIF funded public realm infrastructure and physical and economic outputs:

- (i) The planned public realm and highways infrastructure will accelerate the development of the science buildings by at least 2 years;
- (ii) The development of the science buildings will accommodate 3,838 new students (see below);
- (iii) The new students will generate additional economic outputs in the SCR economy as a result of: (1) fee income; (2) student subsistence spending; and (3) visitor spending.

The teaching capacity of the four new science buildings is estimated at **3,838 additional students**. The 3,838 additional students are estimated to generate £53.4m in tuition fee expenditure in 2020/21. The totals and breakdown of subsistence and visitor spending have not been provided.

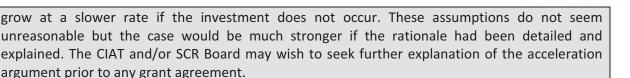
Total student-related expenditure is estimated in the economic model as £107.08m per year from the opening of the new buildings in 2020/21. GVA and employment outputs have been calculated on the basis of this estimate using a 'top down' approach.

The chosen methodology appears to present a **reasonable approach to measuring the economic impact of developing the new University Science buildings**. However, the business case presents a high-level 'top-down' analysis, based on the methodology used for the *Diamond* economic study applied as a proxy.

The economic case is based on the argument that the developments and associated economic benefits will be accelerated by two years. Another key assumption is that student numbers will

Page 9 of 13

Report prepared by:	Neal Byers	Page 723	
Date:	21/10/2014	•	



The final analysis could be sensitive to particular uncertainties in the assumptions and calculation methods. Therefore the economic analysis presented in the business case should not be treated as definitive. However, on the basis of the economic analysis presented, the investment would **appear to represent very good value for money**. Although the assessment of outputs is subject to some uncertainties, the investment would remain within the value for money range achieved by other projects even if it ultimately delivers fewer net additional jobs than projected.

Please summarise your assessment of the scheme's financial case and set out any recommendations

The proposed funding plan is for **£2.89m of SCRIF funds** and £5.47m from the University of Sheffield (see *Other Funding* below), with the contribution from the City Region representing 35.6% of the total project cost. It is proposed that SCRIF will fund 50% of the estimated costs of works to the public highway:

\succ	Total SCRIF contribution	£	2,891,922	
\succ	50% of Upper Hanover Street pedestrian crossings	£	318,850	
\succ	50% of Western Bank pedestrian crossings	£	503,400	
\triangleright	50% of East campus streets (and Clarkson St junctions)		£ 1,510,200	
\succ	> 50% of Leavygreave Road (West)		559,472	

Non-highways works will be fully funded by the University.

The total project cost is estimated at £8,364,215. Costs appear broadly to have been assessed appropriately at this stage by the University's appointed consultants Faithful and Gould. However, costs are not based on detailed designs at this stage but the business case states that the University will meet any cost over-runs, which mitigates the risk to SCRIF. This will need to be confirmed in the Funding Agreement.

The business case indicates a number of **appropriate measures in place to manage the cost and overspend risks**, including a 10%-15% optimism bias allowance and project contingency of 10% in cost estimates of each sub-project.

There are two outstanding issues in the financial case. First, the payment of a commuted sum from the University to the Council for the future maintenance of public realm is identified as a key financial risk but the arrangement remains unclear. Second, the case indicates that the University's contribution to project costs (£5.47m) has been confirmed, but no further detail has been provided. Prior to any grant agreement, the CIAT and/or SCRIF Board may wish to seek: (1) further detail on commuted sums; and (2) an explanation of how the University intends to finance the project and if/how it has been allowed for in existing capital budgets.

Please summarise your assessment of the scheme's management case and set out any recommendations

Overall, **a reasonable management case is presented** at this stage of project development, which gives broad confidence that the project is deliverable. There appears to be a series of appropriate project management processes in place. Joint governance appears to be in place between the University and the City Council – although the responsibilities and relationship between the Project Executive Group and Joint Project Board are not entirely clear.

Page 10 of 13

Report prepared by:	Neal Byers Page 724
Date:	21/10/2014

NVESTMENT FUND

Page **11** of **13**

A detailed risk register has been developed and will be maintained by Faithful and Gould on behalf of the University. A range of risks associated with the project appear to have been properly acknowledged and planned for, with appropriate mitigating and management measures identified

The CIAT and/or SCRIF Board may wish to seek further details on monitoring and evaluation processes in order to ensure that appropriate information will be made available from which to measure the success of their investment.

Summarise your overall assessment of the scheme and recommendations for SCR

The recommendation is that the investment of £2.89m SCRIF investment in the University of Sheffield Campus Phase 1 project could proceed, subject to the comments and qualifications outlined below.

This is a reasonably comprehensive business case for the investment, which aims to improve the physical environment and quality of pedestrian connections around the campus and to better integrate the campus into the fabric of Sheffield City Centre. Strategically, this is therefore an important project for both the University and the City of Sheffield.

Should SCRIF funding proceed, it will be matched by a significant investment from the University of Sheffield of £5.47m in a project which will not only support the growth of the University, but also has the potential to make a significant positive benefit to the SCR economy, and can be linked to much more significant and wider investment plans that the University is delivering in its estate.

Specifically, the proposed public realm and highways works are also intended to support the development of four new Science buildings for the University, which could deliver substantive additional economic outputs within two years. Whilst these buildings are included in the University future estates strategy, the SCRIF board may wish to seek further confirmation from the University on the value and level of commitment to these developments.

The net additional economic outputs rely on the rationale that the public realm and highways investment, particularly at the Hounsfield Quarter, will accelerate the Science buildings. Whilst this does not appear to be a wholly unreasonable assumption, the business case does not explain the basis for this acceleration in any detail. The SCRIF Board should therefore be satisfied with the principle and logic of this argument, before taking potential economic benefits into account during decision making.

The overall procurement strategy for all of the construction works is not entirely clear, and has been subject to late changes in the development of this business case.

Our view is that the Funding Agreement should include the following Condition Precedents (as a minimum) to the drawdown of the funding:

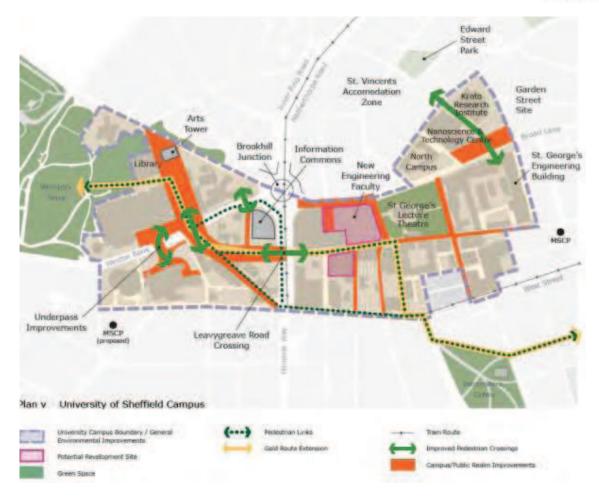
- 1. Written confirmation of the University's commitment to invest in the development of the four new Science buildings at Hounsfield Quarter;
- 2. Production of an updated procurement strategy detailing specifically which procurement process will be used for each sub-project;
- 3. Confirmation that the University will cover any cost increases over the budget costs provided; and
- 4. Clarity on the maintenance requirement sand responsibilities for ongoing maintenance that will be delivered by the City Council as the basis for the commuted sum provided as part of the overall project costs.

Report prepared by:	Neal Byers	Page 725	
Date:	21/10/2014	•	

APPENDIX A

City Region INVESTMENT FUND

Page 12 of 13



Report prepared by:	Neal Byers Page 726
Date:	21/10/2014



Page 13 of 13

Sheffield City Centre – Grey to Green Phase 1 Stages 2&3

The following sets out the conditions and response as part of the 1B business case approval:

1. Confirmation of the job numbers that are attributed to the scheme

The job outcomes specified in the funding agreement for this scheme will be based on the Grey to Green business case. The business case identifies 1890 net additional jobs accelerated by 2021 as a result of the investment. To ensure this level of job growth the evidence suggests that Sheffield CC will need to continue to prioritise this site as part of the delivery of the wider masterplan.

These outcomes represent very good value for money in cost per job benchmark terms.

2. Confirmation that the proposed purchase (by a third party) of the West Bar site and development rights from the receiver of the previous development partner is complete.

All legal negotiations are now complete and the documents are in final agreed form. A series of back to back agreements are about to be signed for the new developer and the City Council. This will be triggered by a City Council Leader's Decision expected to be approved on 30 January. These agreements will give the developer an exclusive option to purchase all the Castlemore land and development rights.

3. Confirmation that the Development Agreement has been finalised and is live

On the basis of the above this would be in place by 6th February

4. Confirmation of the criticality of the remaining 30% of the site held in third party ownership to the delivery of initial development on the West Bar site, and the strategy and timescale involved to resolve this (negotiated purchase or compulsory purchase orders).

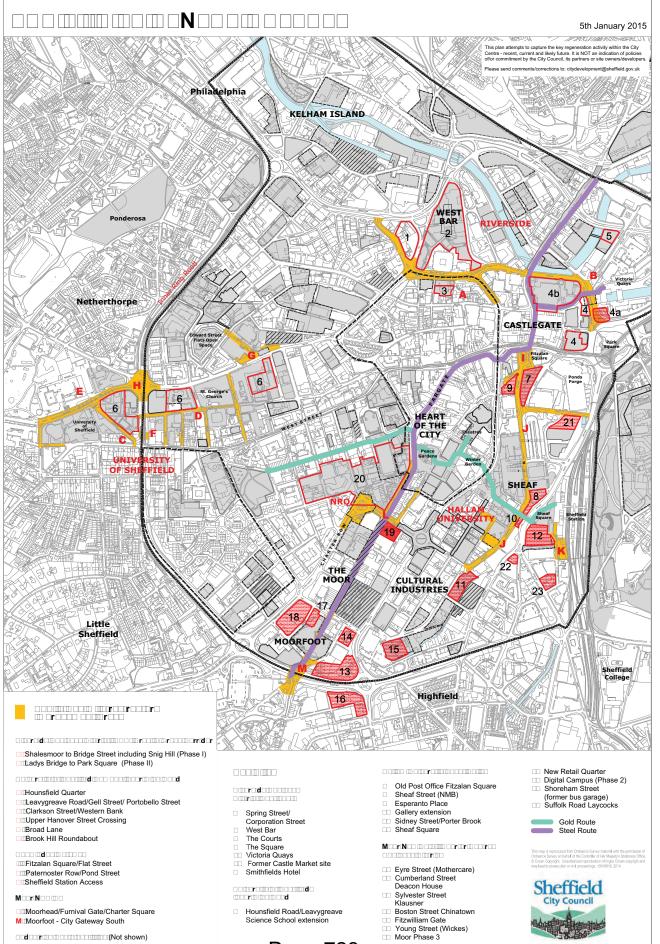
Once the revised Development Agreement has been entered into the developer will prepare and submit a revised Planning Application. The developer will have two years from the signing of the agreement with the Council to acquire the third party land holdings necessary for the first phase of development and can call on the Council to seek a CPO resolution to facilitate this and the acquisition of all of the remaining third party interests if necessary.

It is anticipated that a report seeking formal Cabinet authority to make a CPO will be prepared in the next 6 months and provided that the CPO itself is confirmed the whole site should be under the control of the developer within 24 – 30 months from now. It is possible that the first phase of development could commence before the entire site assembly has been completed.

5. Confirmation that Sheffield City Council will fund any shortfall in match funding if either the ERDF £1.426m or £0.25m LSTF cannot be secured or expended in time to meet SCR's SCRIF funding requirements.

This is confirmed in the business case and will be a condition of the funding agreement.

Report prepared by:	Neal Byers	Page 727	
Date:	21/10/2014	•	



Page 728