

# Levelling Up Fund Application Form

This form is for bidding entities, applying for funding from the Levelling Up Fund (LUF) across the UK. Prior to completing the application form, applicants should read the <u>LUF Technical Note</u>.

The Levelling Up Fund Prospectus is available here.

The level of detail you provide in the Application Form should be in proportion to the amount of funding that you are requesting. For example, bids for more than £10m should provide considerably more information than bids for less than £10m.

Specifically, for larger transport projects requesting between £20m and £50m, bidding entities may submit the Application Form or if available an Outline Business Case (OBC) or Full Business Case (FBC). Further detail on requirements for larger transport projects is provided in the <a href="Technical Note">Technical Note</a>.

One application form should be completed per bid.

| Applicant & Bid Information  |  |  |  |  |
|--|--|--|--|--|
| Local authority name/Applicant name(s)*: Bolton Council  |  |  |  |  |
| *If the bid is a joint bid, please enter the names of all participating local authorities /organisations and specify the <u>lead</u> authority |  |  |  |  |
| Bid Manager Name and position: Michelle Horrocks, Head of Economic Development   |  |  |  |  |
| Name and position of officer with day-today responsibility for delivering the proposed scheme.   |  |  |  |  |
| Contact telephone number: Email address: michelle.horrocks@bolton.gov.uk   |  |  |  |  |
| Postal address: 3 <sup>rd</sup> Floor, Bolton Town Hall, Victoria Square, Bolton, BL1 1RU  |  |  |  |  |
| Nominated Local Authority Single Point of Contact: Michelle Horrocks   |  |  |  |  |
|  |  |  |  |  |
| Senior Responsible Officer contact details:  |  |  |  |  |
| Chief Finance Officer contact details: s   |  |  |  |  |
| Country:   |  |  |  |  |
| ■ England  |  |  |  |  |
| Scotland   |  |  |  |  |
| <u> </u>   |  |  |  |  |
| Northern Ireland   |  |  |  |  |

| Please provide the name of any consultancy companies involved in the preparation of the bid: |                      |  |  |  |
|--|----------------------|--|--|--|
| Just Ask Scarlett Ltd., Box Clever Ltd., Savills   |                      |  |  |  |
|  |                      |  |  |  |
| For bids from Northern Ireland applicants please confirm type of organisation                |                      |  |  |  |
| ☐ Northern Ireland Executive   | ☐ Third Sector       |  |  |  |
| ☐ Public Sector Body   | Private Sector       |  |  |  |
| ☐ District Council   | Other (please state) |  |  |  |

## **PART 1 GATEWAY CRITERIA** Failure to meet the criteria below will result in an application not being taken forward in this funding round 1a Gateway Criteria for all bids X Yes Please tick the box to confirm that your bid includes plans for some LUF expenditure in 2021-22 - No Please ensure that you evidenced this in the financial case/profile. 1b Gateway Criteria for private and third sector organisations in Northern Ireland bids only X Yes (i) Please confirm that you have attached last two years of audited No No accounts. Northern Ireland bids only Please provide evidence of the delivery team having (ii) experience of delivering two capital projects of similar size and scale in the last five years. (Limit 250 words)

#### PART 2 EQUALITY AND DIVERSITY ANALYSIS

2a Please describe how equalities impacts of your proposal have been considered, the relevant affected groups based on protected characteristics, and any measures you propose to implement in response to these impacts. (500 words)

The project has been developed in line with the equality and inclusion strategies of each of the project partners:

- 1. University of Bolton (inc. Bolton College) Group (UOB)
- 2. Bolton NHS Foundation Trust (BNHSFT)
- 3. Bolton Council (BC)

Equality impacts have been considered across three phases of the project:

**Design** – Design of the curriculum, access, pathways and learner recruitment has been, and will be, undertaken to ensure equality and diversity.

**Build** – Identify opportunities for new employment with contractors and service providers that optimise equality & diversity, including the use of procurement arrangements to optimise equality of opportunity.

**Operational** – BCMS is working proactively to recruit new learners and employers from disadvantaged backgrounds and to improve progression to higher levels of academic and vocational attainment through proactive promotion of STEM to young learners, through the UOB Group's Health Sciences (STEM) University Collegiate School in Bolton.

The development of the BCMS will be located at the Royal Bolton NHS Hospital Trust site, which is in the Farnworth area of Bolton. Farnworth is recognised as an area of economic deprivation.

BCMS will use UOB's 'Single Equality' programmes as reference for project design, build and operational phases, as well as curriculum design (e.g. access for disadvantaged students, hard to reach communities etc.) <sup>1</sup>.

When authorities submit a bid for funding to the UKG, as part of the Government's commitment to greater openness in the public sector under the Freedom of Information Act 2000 and the Environmental Information Regulations 2004, they must also publish a version excluding any commercially sensitive information on their own website within five working days of the announcement of successful bids by UKG. UKG reserves the right to deem the bid as non-compliant if this is not adhered to.

Please specify the weblink where this bid will be published: <a href="www.bolton.ac.uk">www.bolton.ac.uk</a> and <a href="www.investinbolton.com">www.investinbolton.com</a>

<sup>&</sup>lt;sup>1</sup> A Copy of the Bolton College Single Equality Programme is provided in **Appendix A** 

| PART 3 BID SUMMARY                                   |   |  |
|--|---|--|
| 3a Please specify the type of bid you are submitting | X Single Bid (one project)                            |  |
|  | Package Bid (up to 3 multiple complimentary projects) |  |

3b Please provide an overview of the bid proposal. Where bids have multiple components (package bids) you should clearly explain how the component elements are aligned with each other and represent a coherent set of interventions (Limit 500 words)

- The Bolton College of Medical Sciences (BCMS) project is for the development of a state-of-theart 6,842m<sup>2</sup> vocational, professional skills and training facilities located at Bolton NHS Foundation Trust hospital site in Farnworth, Bolton at a cost of £32,314,020.00<sup>2</sup>.
- University of Bolton has already spent over £1m on design and planning costs for BCMS. The
  projects is shovel ready, with planning in place, contractors appointed (subject to funding), and
  match-funding secured.
- BCMS has been developed collaboratively between the University of Bolton (Lead Partner), Bolton College, Bolton NHS Foundation Trust<sup>3</sup>, and Bolton Council, following extensive community and stakeholder consultation.
- The project has a high degree of local, regional and strategic support.
- BCMS forms an enabling node of the proposed Greater Manchester Health Innovation Campus (GMHIC)<sup>4</sup>
- The project was identified in the GMCA NHS Estates Strategy Pilot, which was undertaken for the Bolton Locality<sup>5</sup>.
- The BCMS delivers the aspirations of the University of Bolton and Bolton College<sup>6</sup> to both expand/vertically integrate curriculum providing specialist and transformational FE/HE/CPD skills training in the health/medical sectors.
- BCMS is located in one of the highest unemployment and poorest economic performance location (Farnworth ward in Bolton) in Greater Manchester (GM).
- Bolton is a Priority 1 town, in the LUF 'List of Places'. Farnworth is in the lowest 10% on all NOMIS metrics<sup>7</sup> across Bolton.
- The project falls within the LUF regeneration eligibility guidelines.
- It is development on an underused brownfield site, helps transform the hospital campus and act
  as a first stage and catalyst for significant wider campus development and upgrade of services,
  invests in community infrastructure and expands public services and safe community spaces.
- It significantly increases access to education and employment. The project optimises progression in education and in-work up-skilling.
- BCMS will create over 20,000 apprenticeships over its economic lifetime, c.60,000 total learners and c.20,000 new/additional learner, in a (GMCA) high priority sector<sup>8</sup> that employs over 152,000<sup>9</sup> people.

5

<sup>&</sup>lt;sup>2</sup> All costings have been estimated using the SFA cost model for NW new-build project (assuming BREEAM Excellent) with a project-midpoint of Q4 2022. See Appendix B – LUF Tables

<sup>&</sup>lt;sup>3</sup> Bolton NHS Trust is Bolton's largest employer, employing over 5,000 staff

<sup>&</sup>lt;sup>4</sup> The Greater Manchester Health Innovation Cluster (GMHIC) is a strategic proposal for the development of the Royal Bolton Hospital NHS Trust and surrounds to create a live, work, learn, play healthy living campus. The GMHIC proposals will be a fundamental part of Bolton's strategic development plans

<sup>&</sup>lt;sup>5</sup> Signed off by Bolton NHS Foundation Trust and GMCA in April 2017

<sup>&</sup>lt;sup>6</sup> Bolton College and University of Bolton formally merged on August 1<sup>st</sup>, 2018, forming the University of Bolton Group (UOB)

<sup>7</sup> See Appendix I

<sup>&</sup>lt;sup>8</sup> GMCA's Local Skills Report & Labour Market Plan 2021 & GM Industrial Strategy (p.8)

<sup>9</sup> GM Health & Social Care Plan

- BCMS is estimated to have a GVA impact of over £150m<sup>10</sup>. It is expected to have significant
  spill out benefits for Bolton and Farnworth town centres in terms of increased local spend and
  increased workforce skills, jobs and income.
- The project BCR is estimated to be 2.90
- It seeks funding for £20m, c.66% of the estimated capital cost (£32.314,020). 33% match-funding (£12,314,020m)<sup>11</sup> is already secured from by project partners

Image 1: Elevation of proposed BCMS development



Image 2: Extract from Bolton NHS Foundation Trust Estate Renewal and Infrastructure Masterplan, showing the proposed Bolton College of Medical Sciences (BCMS) buildings (highlighted in green on left-hand panel), including elevation, location and layout



Image 3: Elevation of Map showing the location of the Bolton NHS Trust  $\,$ 



| 3c Please set out the value of capital grant bei<br>Government (UKG) (£). This should align with | £20m                         |                  |
|--|------------------------------|------------------|
| 3d Please specify the proportion of funding requested for each of the Fund's three               | Regeneration and town centre | 100 %            |
| investment themes  | Cultural                     | 0%12             |
|  | Transport                    | 0% <sup>13</sup> |

<sup>&</sup>lt;sup>10</sup> A copy of the GVA assessment is available in **Appendix C** 

<sup>&</sup>lt;sup>11</sup> Letter from UOB confirming commitment to provide funds is available in **Appendix D** 

<sup>&</sup>lt;sup>12</sup> BCMS could also be viewed as a cultural asset, given that it will provide training, employment and innovate healthcare services

<sup>&</sup>lt;sup>13</sup> BCMS represents and enabling development in the ACES network (See s.4) transport infrastructure strategy

# 4.1 Member of Parliament Endorsement (GB Only) See technical note section 5 for Role of MP in bidding and Table 1 for further guidance. 4.1a Have any MPs formally endorsed this bid? If so, confirm name and constituency. Please ensure you have attached the MP's endorsement letter.

Yasmin Qureshi – Bolton South-East (Lab) support letter attached as appendix D. Support is also given by Mark Logan – Bolton North-East (Con) and Chris Green – Bolton West.

#### 4.2 Stakeholder Engagement and Support

#### See technical note Table 1 for further guidance.

4.2a Describe what engagement you have undertaken with local stakeholders and the community (communities, civic society, private sector and local businesses) to inform your bid and what support you have from them. (Limit 500 words)

- BCMS proposals were developed in response to an urgent market need for development of a new vocational skills training approach to the provision of clinical and medical care in Bolton.
- The BCMS partnership (consisting of BNHSFT, UOB and Bolton Council) undertook substantial stakeholder & community engagement.
- The project has been shaped by consultation from initial concept stage.
- The design of learners' access and entry requirements, and the pathways to learning and employment was modelled to optimise opportunity for the local community. This resulted in changes to operating hours with the aim of making learning and employment more accessible to people who might struggle to engage with traditional learning times.
- The development of online resources is designed to optimise access to learning and
  assessment to learners from diverse and economically challenged backgrounds, making entry
  and progression through learning and into higher value employment accessible to all members
  of the community.
- BCMS explicit support of the local Clinical Commissioning Group (CCG) and the Bolton Medical Institute<sup>14</sup>.
- Prior to the submission of planning<sup>15</sup>, hospital staff were consulted throughout the project design process to ensure their voice was heard and a series of public consultations were held at the hospital.
- · BCMS has received significant coverage in local and national press
- An extensive community consultation exercise was recently completed to gauge community support for the project, especially in hard to reach and minority elements of the local community<sup>16</sup>.
- The project received overwhelming support in public (residents), NHS staff and local political contexts.
- Consultation was undertaken using a variety of channels including: the Bolton Council website; online surveys; consultation events with key groups; and direct dialogue with community leaders and representative groups
- The only concerns raised related to car parking at (and around) the hospital site, which is an
  ongoing problem. The BCMS project will see a net increase in car-parking both during and
  following construction, with provision of new surface parking and longer-term plans for the

<sup>14</sup> BMI is a Charitable Trust which was set up by Consultants and GPs in Bolton to support continuous professional development for clinical and medical health and care workers in Bolton.

<sup>&</sup>lt;sup>15</sup> Full planning for BCMS was awarded in 2018

<sup>&</sup>lt;sup>16</sup> A copy of summary results from the community consultation exercise is provided in **Appendix J**.

| development of multi-storey car-parking provision, as part of the hospital's wider strategic development plans <sup>17,18</sup> .   |                                 |  |  |  |
|---|---------------------------------|--|--|--|
| <ul> <li>A list of formal consultees is provided in Appendix F.</li> </ul>  |                                 |  |  |  |
| 4.2b Are any aspects of your proposal controversial or not sup  | ported by the whole             |  |  |  |
| community? Please provide a brief summary, including any car  | mpaigns or particular groups in |  |  |  |
| support or opposition? (Limit 250 words)  |                                 |  |  |  |
| The only issue of concern raised was whether the project would add to the ongoing issue of parking and traffic around the hospital site. A green transport plan was agreed with the planning authority, optimising more sustainable modes of transport and incentivising BCMS (and hospital users to reduce travel by car <sup>15</sup> |                                 |  |  |  |
| BCMS (and cooperation with BNHSFT and BC) will also lay on shuttle bus services between the university campus and the hospital site, which will significantly improve access between the town centre and the hospital site.   |                                 |  |  |  |
| 4.2c Where the bidding local authority does not have the  | X Yes                           |  |  |  |
| statutory responsibility for the delivery of projects, have you   | □ No                            |  |  |  |
| appended a letter from the responsible authority or body confirming their support?  | <del>∐ No</del>                 |  |  |  |
| comming their support:  | □ N/A                           |  |  |  |
| For Northern Ireland, transport bids, have you appended a letter of support from the relevant district council  | <del>☐ Yes</del>                |  |  |  |
|   | <del>□ No</del>                 |  |  |  |
|   | X N/A                           |  |  |  |
|   | 7. 1.1/1.                       |  |  |  |

<sup>17</sup> The grant moneys applied for in this application are for BCMS only. No grant money provided will contribute to the cost of

additional car-parking provision, which is outside the scope of this (LUF) project.

18 As part of the planning conditions attached to the BCMS development, the BCMS partnership is required to work with Bolton Council to optimise alternative modes of transport, including (e.g.) the provision of addition bus services, provision of bicycleracking, cyclist changing and showering facilities and electric vehicle charging point in new, permanent parking provision and BCMS acting as a node in the proposed GMHIC and ACES travel network (see 4.3e below)

#### 4.3 The Case for Investment

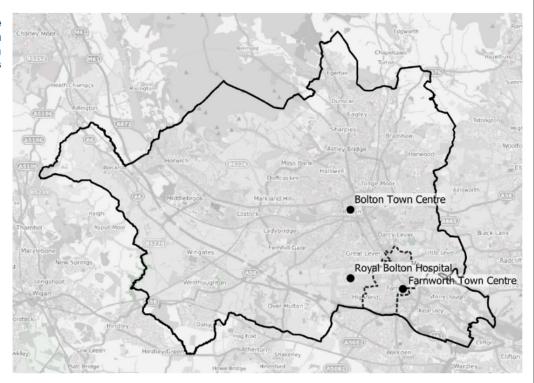
#### See technical note Table 1 for further guidance.

4.3a Please provide evidence of the local challenges/barriers to growth and context that the bid is seeking to respond to. (Limit 500 words)

Bolton is identified in the UK Community Renewal Fund 100 priority places list. The following outlines the current conditions and challenges Bolton and Farnworth town centres are facing:

- · Lack of diversity in town centre uses
- Structural changes to the retail sector
- · High, and increasing vacancy, low and decreasing rents
- · Low values are stifling inward investment
- · Prime land assets are vacant, and no private investment is forthcoming
- · Declining environmental amenity and quality of offer
- c.43% of Bolton's population lives in neighborhoods amongst the 25% most deprived in England and Wales. 11% on out-of-work benefit: NW (11%) and UK average (9%). Farnworth is ranked amongst Bolton's worst performing areas.
- Bolton's ranked 4<sup>th</sup> in GM and 36<sup>th</sup> in the UK in terms of highest levels of (multiple) deprivation and falls within the 6% most deprived local authorities in England in all measures.
- Farnworth is in the bottom 10% of wards in all economic and employment indicators in Bolton<sup>19</sup>.
- A high percentage of local households are workless (18%) compared to 15% (UK average).
- The percentage of residents receiving main out-of-work benefits is 11%, higher than both the North-West (10%) and GB, as a whole (9%).
- The college recruits a majority (69%) of its learners from these areas of high deprivation.
- In the 2011 census 20% of residents said they had a limiting long-term illness or disability and in 2015-16, 26% of the population has been long-term sick, compared to 22% in the United Kingdom.
- In 2016 24% of the working age resident population in Bolton was economically inactive, slightly higher than the England and Wales average of 22%.

A map showing the proximity of Bolton Hospital to Farnworth and Bolton town centres



The state of skills training, apprenticeships and employee recruitment in the NW Healthcare Sector:

<sup>19</sup> See Appendix B for a table of NOMIS indicators for Bolton wards

- The Royal College of Nursing predicts NHS nursing shortages could rise to over 40,000 by 2026<sup>20</sup>.
- NW shortage of clinical staff is 30% above UK average, higher than in any other region of the UK, including London<sup>21</sup>.
- These shortages and the impact they have on availability and resilience of local health services has been dramatically exposed by the recent Covid-19 response.
- Skills shortages in the clinical healthcare sector in GM results in a significant recruitment of temporary, agency staff.
- Agency staff costs reduce the ability of the healthcare sector to invest in training, infrastructure and service improvement.
- Skills shortages result in poorer access to quality healthcare and to improved healthcare outcomes, and poorer physical and mental health in the local population, reducing employability.
- Investment at BCMS will also trigger secondary investment in medical technologies and innovation, as has already been demonstrated by the Bolton College of Dental Sciences, in Farnworth.
- The bid represents an opportunity for a further education facility to be developed by the University
  of Bolton. This will provide skilled staff to BNHSFT and increase the demand for housing and the
  retail expenditure captured in Bolton. This can have a significant impact on both Bolton and
  Farnworth town centres, triggering regeneration opportunities.

4.3b Explain why Government investment is needed (what is the market failure)? (Limit 250 words)

Government intervention is required as professional skills and training facilities are difficult to be supplied on a commercial basis. The health sector experiences skills shortages showing that facilities like BCMS are undersupplied. Therefore, state provision is required to help such facilities achieving economic efficiency.

Nomis data<sup>22</sup> identifies Bolton, particularly Farnworth, suffers from a negative feedback loop on investment, employment, prosperity, health, and well-being. Developments aren't brought forward due to an imbalance in land and sales values, which makes many developments non-viable. Physical and infrastructure regeneration alone will not solve the problem. Local people need improved skills and career prospects, improved prosperity and improved health outcomes.

The UOB cannot take on new debt to support all of the necessary investment. Neither the council, nor the BNHSFT, have any available funds to support investment in BCMS. Price inflation in the UK construction sector is currently at 20-year highs. Without LUF support, enabling the delivery of BCMS by 2023, it is likely that inflation may make the project unaffordable in the future, which will exacerbate existing market failures.

Therefore, public funding is required to provide a comprehensive response to the issues and pay for the elements that private sector contributions will not cover. This shows that there is a clear market failure of education interventions being delivered by the market, which makes this type of infrastructure reliant on public funding.

-

<sup>&</sup>lt;sup>20</sup> https://www.rcn.org.uk/news-and-events/news/worst-case-scenario-shortage-of-42000-nurses

<sup>&</sup>lt;sup>21</sup> https://smallbusinessprices.co.uk/uk-skills-shortage/

<sup>&</sup>lt;sup>22</sup> See Appendix I

4.3c Please set out a clear explanation on what you are proposing to invest in and why the proposed interventions in the bid will address those challenges and barriers with evidence to support that explanation. As part of this, we would expect to understand the rationale for the location. (Limit 500 words)

- The proposed investment will fund the construction of a new Bolton College of Medical Sciences (BCMS), comprising 6,842m<sup>2</sup> state-of-the-art clinical & medical skills teaching & learning space, including simulation suites, technology-rich virtual and augmented technology use & specialist assessment facilities.
- 2. BCMS is an enabling investment in the GM Health Innovation Campus<sup>23</sup> ACES network, & in the development of the Bolton Wigan Strategic Growth Corridor<sup>24</sup>
- 3. 20,000+ new apprenticeships (new jobs) & c.60,000 total learners in a high priority sector<sup>25</sup>, which currently employs over 152,000<sup>26</sup> people across GM.
- 4. New pathways in clinical and medical care to local people, from entry level (L2) through to postgraduate provision (L8) in key clinical & medical care subjects
- 5. BCMS is not an undergraduate medical school. It serves to provide new and innovative routes to higher value levels of employment in clinical and medical healthcare.

Challenges & barriers How will BCMS address these/ impact? Retention of local young people through improved. Ageing population skilled employment & standard of living Improved local employment & increased local High deprivation income & expenditure Reduced accessibility to jobs & services. Increased pathways into employment & routes to Lack of higher skills. higher level skills & employment. Common delivery Local training & employment provision for between BCMS & UOB's Bolton & Farnworth (town learners who won't travel due to covid centre) campuses will lead to significant increase in Acute shortage of clinical & medical staff new learners & new employment & subsequent consumer, retail & household expenditure across Problems recruiting & retaining clinical & Bolton. medical care staff. Lack of opportunities to transform Bolton & Farnworth town centres. Increased employment, increased household Improving the built environment especially in incomes & secondary investment will drive the inner areas of Bolton & Farnworth. confidence in town centre investment & result in Bolton is economically disadvantaged & is increased & sustained footfall levels <sup>27</sup> & support secondary investment in town centres recognised as a priority place in the UK Government. 4.3d For Transport Bids: Have you provided an Option Yes Assessment Report (OAR) No

<sup>26</sup> GM 'Health & Social Care Sector – Overview of Issues'. New Economy

<sup>&</sup>lt;sup>23</sup> The proposed GMHIC development is central to the regeneration strategy of Farnworth and Bolton. BCMS is a transformational part of that strategy, providing the employment and training capacity, and pathways, to support the operational transformation of the BNHSFT.

<sup>&</sup>lt;sup>24</sup> As identified in the GM Industrial Strategy (June 2019).

<sup>&</sup>lt;sup>25</sup> GMCA's Economic and Skills Strategy

<sup>&</sup>lt;sup>27</sup> Including planned Future High Streets fund investment, which will see £13.3m invested in Farnworth TC to provide a new community hub (with potential health services operating from it), Streets for All scheme, improved leisure centre, housing and public square. All aimed at providing a healthy, attractive and safe environment for people to live, work and visit. The housing will be modern, apartments delivered by Capital and Centric and will attract young professionals to the area including health and social care workers.

4.3e Please explain how you will deliver the outputs and confirm how results are likely to flow from the interventions. This should be demonstrated through a well-evidenced Theory of Change. Further guidance on producing a Theory of Change can be found within HM Treasury's Magenta Book (page 24, section 2.2.1) and MHCLG's appraisal guidance. (Limit 500 words)

The BCMS investment forms the enabling investment for the regeneration of the Bolton Hospital site, which lies between Bolton and Farnworth town centres. The major local retail and consumer offer is located in Farnworth (1 mile) and Bolton (2.5 miles) from the hospital site.

The proposal uses public funding to address the need for a vocational, professional skills and training facility in Royal Bolton Hospital campus by developing a brownfield site. This can improve vocational teaching and training opportunities in Bolton and act as a catalyst to support economic growth in the area. The proposal focuses on providing a 'public good', which UoB on its own cannot provide due to the reasons listed in section 4.3b above.

A map showing the relationship of the Bolton Hospital site to Bolton and Farnworth Town Centres and the proposed ACES corridor.

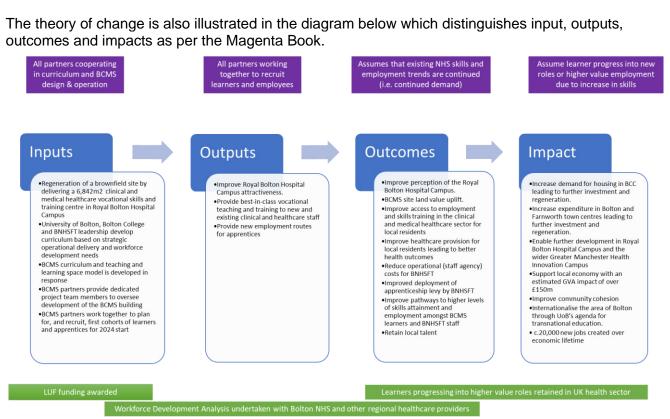


The causal chain of the events that are expected to bring the change are the following:

- 1. LUF will be invested on the development of a vocational teaching and training facility on a brownfield site.
- 2. This new facility will provide teaching and training opportunities to new and existing clinical and health care staff while also providing new employment routes via apprenticeships.
- 3. This will improve access to employment in the health sector for local residents leading to higher retention of local talent. It will also improve BNHSFT operational costs and result in higher skills attainment. In this way local healthcare provision will be improved.
- 4. The site will move to a more productive use resulting in land value uplift and improving the perception of Royal Bolton Hospital campus.
- 5. BCMS will also enable wider development in Royal Bolton Hospital campus and Greater Manchester Health Innovation Campus.
- 6. Additional residential growth will also be supported via the increasing housing demand number from non-local BCMS learners and additional NHS (and other) clinical and medical health care staff created by BCMS apprenticeships. The increased expenditure of the above people into the local economy in retails goods and services will also support commercial growth.
- 7. Higher local employment retention, attraction of new labour and improved property market function will contribute to local productivity growth and support local economic growth ambitions including in Bolton and Farnworth town centres.

The key partners in this proposal will be: MHCLG, BCC; UoB, BHNSFT, local retail businesses and developers. This intervention is anticipated to have an impact on local residents, employees, businesses and developers.

The assumptions of the above theory of change are based on the current demand for skills in NHS being retained, the successful recruitment of learners and their progression into new higher value roles. This intervention also has synergies with other policies aiming at town centre regeneration, housing delivery and economic development



BCMS will create 20,000 additional learners and jobs over its economic lifetime. It is assumed that many of these will come from outside the Bolton area, significantly increasing local GDP and GVA (see appendix C for the GVA impact assessment).

#### 4.4 Alignment with the local and national context

#### See technical note Table 1 for further guidance.

4.4a Explain how your bid aligns to and supports relevant local strategies (such as Local Plans, local economic strategies or Local Transport Plans) and local objectives for investment, improving infrastructure and levelling up. (Limit 500 words)

| D # \#                                  | Invo  |
|---|---|
| Bolton Vision 2030                      | BVS sets out Bolton's spatial and economic growth strategy: strong cohesive communities; successful businesses and healthy, engaged residents, attracting inward investment to improve prospects and quality of life. BCMS will contribute to this vision as it will allow for more people to study and work in Bolton and deliver better health services   |
| Bolton Core Strategy                    | Strategic Objective 4 - Transformed and vibrant Bolton (and Farnworth) town centre. BCMS' job creation of BCMS will increase town centre footfall and retail expenditure Strategic Objective 15 – Additional Housing. BCMS learners will lead to an increasing demand for housing, incentivising development in & around town centre. Policy P2: Additional retail facilities. Improved employment and household income will increase retail expenditure / demand leading to the development of additional retail facilities. Policy RA2 - Regenerate Farnworth town centre. See Strategic Objective 4. H1 - Support the development of new health facilities |
| Farnworth Town Centre                   | The Mayor's City Challenge programme identified the need for  |
| (Regen) Strategy                        | improved housing stock, attracting inward investment and job creation. Key elements of this strategy are the planned Future High Street fund investment <sup>28</sup> and the development of the GM Health Innovation Campus node at Bolton Hospital <sup>29</sup> .  |
| Bolton NHS Foundation<br>Trust Strategy | The first stage in the BNHSFT 'Location Strategy' for the strategic development of the hospital, both in terms of operational and site development strategies, is BCMS. BCMS is the precursor to developing the BNHSFT (and related health and social care services) workforce, that is needed to enable growth, and specialisation is key clinical areas (e.g. maternity and obstetrics).  |
| Bolton University strategy              | BCMS will go a step further by introducing new pathways to all levels of medical and clinical healthcare. BCMS will have a strong focus on new medical and clinical apprenticeships, as well as specialist postgraduate programmes, aimed at specialist themes (e.g., midwifery and obstetrics). BCMS will pave the way for UoB to develop an undergraduate medical school, which is planned to be collocated with BCMS. UoB can realise many more growth opportunities through BCMS and the proposed GMHIC for incubation and business growth.   |
| Bolton College Strategy                 | BCMS will enable new STEM-related training and employment pathways from L2. The integration of a multi-academy trust, FE college and university means that UoB has a vertically integrated model for bringing new entrants into the medical and clinical health sector.   |
| Bolton/ Farnworth<br>/Wigan corridor    | The hospital site forms fundamental 'node' in the council's plans for the development of the Bradford Road, Plodder Lane and Junction 4 corridor as part of the BC's ACES strategy (see 4.4). BCMS is seen as   |

<sup>&</sup>lt;sup>29</sup> This UoB's well established 'Bolton College of Dental Sciences (BCDS)' is also located in Farnworth town centre and houses some 1,500 staff and learners. The BCDS has already attracted significant investment, creating new employment and economic growth in the town. BCMS will add significantly to the employment growth and GVA of Bolton and Farnworth town centres (+£150m)

|                     | the first element of much of this development strategy, bringing new employment, jobs, investment and residents into the area.  |  |
|---------------------|---|--|
| Bolton ACES Network | BCMS will form a node in the proposed Autonomous, Connected, Electric, Shared (ACES) Mobility Corridor.   |  |
|                     | BCMS enjoys proximity to strategic road infrastructure with the M61 which presents an opportunity for regionally significant sustainable infrastructure to be located here. |  |

4.4b Explain how the bid aligns to and supports the UK Government policy objectives, legal and statutory commitments, such as delivering Net Zero carbon emissions and improving air quality. Bids for transport projects in particular should clearly explain their carbon benefits. (Limit 250 words)

| UK Govt LUF   | Investment in local infrastructure on a brownfield site. Improving services. Increasing civic pride, providing a boon to local economy, driving secondary and tertiary investment in retail, residential and commercial development. Increasing local prosperity and access to meaningful employment, and pathways to higher skills and employment. Strategic node in regional health innovation strategy and in local transport infrastructure strategy. |
|---|---|
| UK Govt Health strategy                                   | Supporting the objectives Public Health England 2020-2025 strategy in critical and emergency care and public emergency response skills  |
| UKG Skills and<br>Education Strategy<br>(Skills for jobs) | BCMS is a college business centre. Employer driven vocational skills training. Sector with acute skills need. Supports future use of lifelong learner guarantee   |
| UKG Low Carbon<br>Strategy                                | BCMS will achieve BREEAM Excellent rating with a 38% reduction in CO <sub>2</sub> emissions, and a 11% reduction in energy consumption against Building Regulations.  |
| GM Healthy City<br>Strategy                               | Bolton, and particularly Farnworth, rank amongst GM's most deprived areas and report significant health inequality. BCMS is primary investment in proposed GMHIC, which is the primary response to GMHCS  |

4.4c Where applicable explain how the bid complements/or aligns to and supports other investments from different funding streams. (Limit 250 words)

| Royal Bolton Hospital<br>Campus       | BCMS is the first phase of delivery of an emerging masterplan, and it is anticipated to enable development in the wider hospital site and proposed GMHIC.   |
|---------------------------------------|---|
|                                       | While the BCMS project is not interdependent with wider hospital development funding, investment in BCMS will act to leverage the increase employment and skills profile of BNHSFT, attracting the additional investment needed to deliver the wider strategic development of the area.   |
| Farnworth Future High<br>Streets Fund | Bolton has secured £13 million of Future High Street Funding for the transformational regeneration of Farnworth Town Centre. Bolton Council will utilise FHSF, along with other public and private sector funding, to deliver the Farnworth Town Centre Masterplan.  Farnworth's regeneration is contingent on job creation and the increase in job values and skills and vocational education levels of local residents as well as providing aspirational homes and a thriving town centre.  BCMS is fundamental to all of these aims. |
| Bolton Town<br>Investment Plan        | Bolton's Town Deal Board have identified a series of major projects which aim to tackle major issues in the town and can have a potentially transformational impact on the town. These projects have been   |

developed into a Town Investment Plan (TIP) which was submitted to MHCLG on 31st October 2020.

4.4d Please explain how the bid aligns to and supports the Government's expectation that all local road projects will deliver or improve cycling and walking infrastructure and include bus priority measures (unless it can be shown that there is little or no need to do so). Cycling elements of proposals should follow the Government's cycling design guidance which sets out the standards required. (Limit 250 words)

BCMS was granted planning in 2019. A condition of planning was that BCMS agree a green transport strategy in partnership with Bolton Council Planning Authority (Highways).

BCMS is an enabling development in the proposed GMHIC, which includes creation of a new (ACES) transport corridor between Bolton town centre, the GMHIC and Farnworth town centre. This seeks to minimise the need for people to get in a car by making internal trips by active modes (travel by foot, cycle, scooter, etc), and external trips by public transport or through the provision of car clubs and car sharing.

The proposal is for the Automated, Connected, Electric, Shared (ACES) mobility network to run along dedicated routes ensuring excellent journey time reliability. The proposal also includes dedicated cycle paths running parallel to the ACES network. Initially the network will link Bolton town centre (railway station) with the hospital but ultimately it will extend to pick up the whole area and other established communities. In addition, there may be an opportunity to provide a Park and Ride facility.

The BCMS design includes dedicated bike racks, cyclist lockers, showers and changing facilities, which will be available to BCMS and hospital users and will form part of the overarching travel network.

#### **PART 5 VALUE FOR MONEY**

# **5.1 Appropriateness of data sources and evidence**See technical note Annex B and Table 1 for further guidance.

All costs and benefits must be compliant or in line with <u>HMT's Green Book</u>, <u>DfT Transport Analysis Guidance</u> and <u>MHCLG Appraisal Guidance</u>.

5.1a Please use up to date evidence to demonstrate the scale and significance of local problems and issues. (Limit 250 words)

Bolton has an average Index of Multiple Deprivation (IMD) rank of 47 among the 317 districts. Bolton performs poorly in productivity, skills, unemployment rate, population density and household income. The table below provides a comparison between Bolton and England. This shows that Bolton's performance is lower than the national average in terms of productivity, qualifications, unemployment (even stronger reflected in claimant count), and income.

|   | Bolton Metropolitan<br>Borough | England |
|---|--------------------------------|---------|
| Productivity GVA per job (2018)                 | £47,563                        | £57,290 |
| People aged 16-64 with No Qualifications        | 9.9%                           | 6.4%    |
| Unemployment Rate                               | 5.3%                           | 4.6%    |
| Claimant Count                                  | 8.5%                           | 6.4%    |
| Employees' Gross Weekly Pay                     | £523                           | £587    |
| Town Centre Retail Vacancy Rate (2019 and 2021) | 15%-20%                        | 11%     |

Source: ONS 2021

In addition, the property in Bolton and Farnworth town centres experience rising retail vacancy rates. Bolton town centre had a vacancy rate of 50 in 2020 and Farnworth town centre had a vacancy rate of 15% in 2019, both above the national average of 11% for both years. The above support the need for vocation skills and employment opportunities for local residents, which will improve local productivity, income and employment. This will lead to higher expenditure and contribute to the regeneration of local town centres.

BNHSFT is Bolton's largest employer and has both acute and chronic shortage of clinical and medical healthcare staff<sup>30</sup>. This significantly limits growth in services, related developments in commercial activity and innovation, and the availability of investment capital.

All the sources of the evidence used above are provided in section 5.1b below.

<sup>&</sup>lt;sup>30</sup> Evidenced by the c.£5m of agency fees that the hospital pays out and high number of clinical and medical healthcare full-time vacancies

5.1b Bids should demonstrate the quality assurance of data analysis and evidence for explaining the scale and significance of local problems and issues. Please demonstrate how any data, surveys and evidence is robust, up to date and unbiased. (Limit 500 words)

The data used above to demonstrate the scale and significance of local problems and issues has been collected from the latest sources publicly available exploiting each dataset's granularity to fit BC's boundaries. The table below provides the principal sources and publication dates.

| Data                            | Source   | Area  | Publication<br>Date |
|---------------------------------|--|---|---------------------|
| Productivity GVA per job (2018) | ONS Subregional Productivity   | Greater Manchester<br>North-West and<br>England | 2020-02             |
| Qualifications                  | ONS annual population survey   | Bolton and England                              | 2021-04-20          |
| Unemployment<br>Rate            | ONS annual population survey   | Bolton and England                              | 2021-04-20          |
| Claimant Count                  | ONS Claimant count by sex and age  | Bolton and England                              | 2021-05-18          |
| Income                          | ONS annual survey of hours and earnings - resident analysis                                  | Bolton and England                              | 2020-11-05          |
| IMD                             | MHCLG English indices of deprivation 2019  | Bolton  | 2019-09-26          |
| Jobs by Sector                  | ONS Business Register and Employment Survey  | Bolton  | 2020-11-06          |
| Staff Shortage                  | GM Health and Social Care Workforce: Labour Market Information Report                        | GMCA  | 2017 -08            |
| Retail Vacancy<br>Rate          | Colliers A Review of the Bolton Town Centre and a Suggested Potential Future Retail Strategy | Bolton Town Centre                              | 2020                |
| Retail Vacancy<br>Rate          | Savills Farnworth Town Centre Supporting Evidence and Market Report                          | Farnworth Town<br>Centre                        | 2019                |

The data is publicly available and undertaken by national and regional organisations such as MHCLG, ONS and GMCA means that extra checks are in place to help ensure that the data is transparent, robust and unbiased.

5.1c Please demonstrate that data and evidence chosen is appropriate to the area of influence of the interventions. (Limit 250 words)

The data shown above is primarily looking at those town centres (Bolton and Farnworth) that are closest to BCMS, which are the geographic locations that are likely to benefit from the majority of outcomes and impacts. This is due to the proximity of BCMS to Bolton (1.5 miles) and Farnworth (1 mile) town centres and the anticipated impact of the learners to these centres, as a result of increased expenditure in goods and services.

In addition, the majority of learners currently come from within the borough. The significant staff shortages that BNHSFT experiences is anticipated to result in high retention rates for BCMS learners (staying in Bolton post training) and an increase in new learners coming into the area to learn and work.

However, leakage is also considered in our analysis to take into account BCMS learners choosing to work in other parts of the country as the demand for these roles is high as set out in sections 5.1a above.

#### 5.2 Effectiveness of proposal in addressing problems

5.2a Please provide analysis and evidence to demonstrate how the proposal will address existing or anticipated future problems. Quantifiable impacts should usually be forecasted using suitable model (Limit 500 words)

| a suitable model. (Limit 500 words)        |  |                               |       |  |  |
|--|--|-------------------------------|-------|--|--|
| Objective                                  | Benefit                                  | How will we measure it?       | Time  |  |  |
|  |  |                               | scale |  |  |
| Additional c.6,800 m <sup>2</sup> of high- | Local learners                           | Learner numbers               | From  |  |  |
| quality, specialised skills and            | Bolton NHS Foundation Trust              | 2. CPD numbers                | 2023  |  |  |
| employment (HE & FE) teaching              | Other regional NHS Trusts                | Progression and               |       |  |  |
| and learning space                         | Other regional health and                | attainment data               |       |  |  |
|  | clinical care employers &                |                               |       |  |  |
|  | service providers                        |                               |       |  |  |
| Improved access to skills and              | c. 60,000 GM learners <sup>31</sup> over | Learner numbers               | From  |  |  |
| employment pathways in Health &            | first 20 years                           | 5. Access to FE               | 2023  |  |  |
| Social Care for learners                   |  | Progression in Health         |       |  |  |
|  |  | and Social Care through       |       |  |  |
|  |  | Health and Clinical Care      |       |  |  |
|  |  | pathways                      |       |  |  |
| Improved provision of a local,             | Local people will benefit from           | 7. Improvement in health      | From  |  |  |
| highly skilled healthcare workforce        | increased employment                     | outcomes                      | 2023  |  |  |
| in GM                                      | opportunities and improved               | 8. % of local people          |       |  |  |
|  | health provision                         | employed in Health and        |       |  |  |
|  | Clinical, Medical and Social             | Clinical care provision at    |       |  |  |
|  | Health Sector employers and              | Bolton Foundation Trust       |       |  |  |
|  | services providers across GM             | Learners moving into          |       |  |  |
|  | improve workforce skills                 | employment with GM            |       |  |  |
|  |  | H&SC employers                |       |  |  |
| Improvement in health services in          | Local residents                          | 10.Improvements in health     | From  |  |  |
| GM   |  | outcomes and other            | 2023  |  |  |
|  |  | health and wellbeing          |       |  |  |
|  |  | metrics                       |       |  |  |
| Reduce skills and employment               | GM residents (employment                 | 11.Number and size of         | From  |  |  |
| gaps in some critical employment           | opportunities)                           | identifiable skills gaps in   | 2023  |  |  |
| areas (e.g. nursing)                       | Regional employers in the                | the Health & Clinical         |       |  |  |
|  | health and clinical care sectors         | Care Sector in the NW         |       |  |  |
|  | Local residents through                  | 12.% of regionally sourced    |       |  |  |
|  | improved health and clinical             | (as opposed to                |       |  |  |
|  | care provision                           | 'imported') employees in      |       |  |  |
|  |  | mission critical functions    |       |  |  |
|  |  | (such as nursing)             |       |  |  |
| Increasing local employment and            | Local residents and learners             | 13.% of employees who         | From  |  |  |
| increasing skills levels and               | Regional employers in the                | originate from within a       | 2023  |  |  |
| economic value of that                     | Health & Clinical care sector            | 10 mile radius of the         |       |  |  |
| employment                                 |  | locality                      |       |  |  |
|  |  | 14.Skills attainment profiles |       |  |  |
|  |  | 15.Employment data            |       |  |  |

<sup>&</sup>lt;sup>31</sup> BCMS curriculum projections were developed through detailed workforce development analysis of future GM health partnership and Bolton NHS employment and skills requirements. This analysis, undertaken over 12 months, looked at detailed role by role requirements and modelled new curriculum provision and pedagogies to deliver the requirement. This is best practice in future skills training and employment modelling

|                                    |                               | 16.Salary (and other local  |            |
|------------------------------------|-------------------------------|-----------------------------|------------|
| Comparting appleaus and arrough in | Local popula (appalation ant  | economic) data              | Гиона<br>- |
| Supporting employment growth in    | Local people (employment      | 17. Number of learners      | From       |
| a priority sector                  | opportunities)                | progressing into sector     | 2023       |
|                                    | Local employers in the Health | employment                  |            |
|                                    | & Clinical Care Sector        | 18.GVA <sup>32</sup> impact |            |
| Improvement in multi-disciplinary  | Local people (improved        | 19.Evidence of multi-       | From       |
| skills and multi-agency Health     | services) Local providers     | agency working and          | 2023       |
| Care provision                     | (improved integration and     | delivery of care services   |            |
| ·                                  | support for multi-agency      |                             |            |
|                                    | approaches                    |                             |            |
| Increase learners attaining Level  | Healthcare sector needs       | 20.Number of learners       | From       |
| 4+                                 | significantly more employees  | achieving level 4           | 2023       |
|                                    | with specialist vocational    | qualifications              |            |
|                                    | training at level4 +          | ·                           |            |
| Reduction in NEETs in Bolton and   | GM residents seeking          | 21.Number of learners or    | From       |
| GM                                 | employment or education       | employees who were          | 2023       |
|                                    |                               | previously categorized      |            |
|                                    |                               | as NEET                     |            |
| Reduce retail vacancy and          | Increased Retail Expenditure  | 22.Vacancy Rate             | From       |
| support the town centre            | in Town Centres               | 23.Retail Jobs              | 2023       |
| regeneration                       |                               |                             |            |
| Housing regeneration in the town   | Increasing demand for housing | 24. Development of          | From       |
| centre                             |                               | additional Housing Units    | 2023       |

5.2b Please describe the robustness of the forecast assumptions, methodology and model outputs. Key factors to be covered include the quality of the analysis or model (in terms of its accuracy and functionality) (Limit 500 words)

The forecast assumptions<sup>33</sup> (on learners) are based on the number of qualifications and course completions anticipated each year and how these are expected to peak (in year 4 on) during the operational stage of the proposal. They were developed using best-practice in curriculum planning, as part of an intensive analysis of future employment models, including succession planning and emerging / new roles and competency requirements, particularly around the digitisation of clinical care.

These assumptions have been used in the financial (GVA and NVP) appraisals of the proposal, undertaken by the University of Bolton, as they were the previous business case submitted to GMCA.

The economic model relies on the above information, in order to estimate the benefits. As shown in section 5.3a below the benefits analysed are: the land value uplift of the site; the net additional labour supply impact; wider residential land value uplift; and land value uplift in town centres' retail floorspace.

Wider residential land value uplift is also anticipated, due to increasing housing demand from BCMS learners coming from outside Bolton and choosing to stay and work in Bolton. The numbers forecasted for this group are based on the university's existing experience and forecast as described above.

The college recruits 31% of its new staff from elsewhere with 45% (assumed in the submitted business case) of the graduates moving outside Bolton to live and work. The estimated population of BCMS graduates in employment moving from elsewhere is anticipated to increase the demand for housing in

<sup>&</sup>lt;sup>32</sup> A GVA assessment for the preferred option is provided in Appendix C

<sup>33</sup> It should be noted that modelled assumptions are based on existing government strategies on training skills and employment (e.g. FE white paper, Apprenticeship levy etc). Any changes in government strategy and/or policy may well result in a change of outputs and impacts

Bolton and trigger further residential development. The assumptions used to estimate this additional need are based on ONS latest unemployment rate and the average number of people in employment per household in Bolton. This results into the estimated number of additional dwellings required.

In order then to convert the number of dwellings into land we use the North-West average development density published by MHCLG. The Land Value Uplift is then estimated by using the split of brownfield and greenfield land used for residential development in North-West and the associated average land values in Bolton by MHCLG, shown below and inflated to 2021 prices. More information is provided in section 5.3a below.

The impact of the BCMS' provision on increase in salaries, and the resultant impact on Bolton and Farnworth town centres retail space, is estimated by using retention rates for both centres and average sales per sqm by Bolton's own retail evidence base, in combination with the average household retail expenditure in North-West published by ONS.

The values used to estimate the floorspace associated with the impact in Bolton and Farnworth town centres are shown in section 5.3a below and have been inflated to reflect 2021 prices. The commercial land value uplift is converted into uplift per sqm by using the same assumption used in Bolton retail and leisure study, 2008.

#### 5.3 Economic costs of proposal

5.3a Please explain the economic costs of the bid. Costs should be consistent with the costs in the financial case but adjusted for the economic case. This should include but not be limited to providing evidence of costs having been adjusted to an appropriate base year and that inflation has been included or taken into account. In addition, please provide detail that cost risks and uncertainty have been considered and adequately quantified. Optimism bias must also be included in the cost estimates in the economic case. (Limit 500 words)

The project commenced in June 2018 with the appointment of a full design team to take the project from brief to planning consent and main contract award. Start on site was due to occur in April 2020, but the project was put on hold on 20 March 2020 as a result of the Covid-19 pandemic<sup>34</sup>.

The teaching building was designed to RIBA Stage 3+ information, and tendered on a two-stage, two-contractor design and build procurement route. This allowed in-depth understanding of the project scope, design and specification by the two tendering contractors. Wilmott Dixon were selected as the preferred contractor based on best-value selection criteria (50% cost, 50% quality), and their tender proposals gave high confidence that pricing was comprehensive and accurate.

The cost summary below takes the proposed contract sum from April 2020, and adjusts it for inflation to 4Q2022, which would be the mid-point of construction. Wilmott Dixon have confirmed that inflation from March 2020 to April 2021 is approximately 9%, with a further 6% likely to contract award in January 2022.

Allowances for temporary car parking works are based on quotes received from Wilmott Dixon in March 2020, uplifted for inflation, albeit at a lower level (10% in total) than the main contract, as these are mainly demolition and groundworks and so are not subject to the same inflationary pressures.

Risk contingency is £750,000<sup>35</sup> or 3.6% of the forecast contract sum (including inflation). Given the relatively low level of residual risk in scope, design and delivery, we feel this is sufficient contingency compared to similar projects at this stage of delivery.

\_

In addition, the University of Bolton has had to increase its borrowing to cover off financial risks associated with the impact of the pandemic on operating finances. This has resulted in a significant decrease in the University's ability to take on additional debt to fund BCMS

 $<sup>^{35}</sup>$  Calculation of the risk contingency is detailed in the costed risk register in Appendix G

The BCR calculation incorporates also an optimism bias of 3%<sup>36</sup>. This has been estimated as per the Green Book and the Optimism Bias Supplementary Guidance. This takes account of the fact that the project had reached a detailed level of scope definition, technical design/specification and open-market pricing by March 2020. A lump-sum, fixed-price had been agreed between the college and contractor, and risk had been fairly apportioned. We therefore believe that cost, programme and quality predictability is high for BCMS, unlike projects at a much earlier stage of the delivery process.

Professional fees, previously agreed with all consultants in 2019, have also been adjusted for re-running Stage 4a Procurement, previously been carried out over the course of July-October 2019. The overall fee allowance is 12% of the total build costs, which is competitive in the sector.

The summary of total costs<sup>37</sup>:

| Item  | Financial cost | Economic Cost<br>(NPV) <sup>38</sup> | Notes                            |
|---|----------------|--------------------------------------|----------------------------------|
| New-build costs                               | £17,700,000    |                                      | 1Q 2020 contract sum             |
| Temporary staff car parking (inc. demolition) | £500,000       |                                      | Contract sum + 10% inflation     |
| Temporary contractor car parking              | £100,000       |                                      | Contract sum + 10% inflation     |
| Inflation to 4Q22 midpoint (estimated 15%)    | £2,655,000     |                                      | WDC advised for new build costs  |
| Risk contingency                              | £750,000       |                                      | See detailed risk register       |
| Construction Cost Estimate                    | £21,705,000    |                                      | Inclusive of 3.6% contingency    |
| Professional Fees                             | £2,604,600     |                                      | Based on agreed fees + 10%       |
| FF&E Costs                                    | £2,000,000     |                                      | Based on cost plan information   |
| Subtotal                                      | £26,309,600    |                                      |                                  |
| VAT   | £5,261,920     |                                      |                                  |
| Land acquisition cost                         | £742,500       |                                      | 2021 valuation (VAT not elected) |
| Total (incl. VAT)                             | £32,314,020    | £31,804,127                          |                                  |

 $<sup>^{36}</sup>$  A copy of the optimism bias calculation for the BCMS project is provided in Appendix B  $^{-1}$ 

<sup>&</sup>lt;sup>37</sup> Cost estimates and project expenditure profile is provided in the LUF tables in Appendix B. All costs use a mid-point of Inflation mid-point Q4 2022. Inflation allowance 03/20 to 04/22 is calculated at 15% and is based on repricing estimates provided by the appointed contractor (Wilmott Dixon at end May 2021)

<sup>&</sup>lt;sup>38</sup> Discounted to 2021 pricing, including optimism bias of 3.2%

#### 5.4 Analysis of monetised costs and benefits

5.4a Please describe how the economic benefits have been estimated. These must be categorised according to different impact. Depending on the nature of intervention, there could be land value uplift, air quality benefits, reduce journey times, support economic growth, support employment, or reduce carbon emissions. (Limit 750 words)

The main benefits associated with the proposal are land value uplift due to move to a more productive use and economic growth due to move to more high demand productive jobs.

#### **Economic Growth**

The economic growth contribution of the proposal is based on the salary uplift associated with each type of learner. The number of graduates by qualification level is used. This is based on the analysis undertaken by the University of Bolton and used in the business case submitted to Greater Manchester. The salary uplift is based on the latest salaries by qualification level published by NHS (NHS, Pay bands and pay points from 1 April 2020) For apprenticeships, the full salary is used as these are targeting youth unemployment A leakage level of 45% has been used in line with the previous business case (see **Appendix E**).

#### Land Value Uplift (LVU)

#### Site LVU

Site Land Value Uplift (LVU) is anticipated due to the change from car park to a more productive use medical science college. In order to estimate the land value uplift MHCLG's VOA Land Values (2019) are used. This includes industrial (£575,000) and commercial (£872,000) average land values for Bolton inflated as per the MHCLG guidance to better reflect 2021/22 prices. Commercial land values in Bolton have been used as a proxy in the absence of any education facilities land values. This is considered a reasonable and appropriate approach as commercial is the closest available land value.

#### Bolton and Farnworth Town Centre Retail LVU

The impact of the BCMS' learner increased salaries on Bolton's and Farnworth's town centre retail space is estimated by using the town centres' retention rate and average sales per sqm by Bolton's own retail evidence base in combination with the average household retail expenditure in North-West. The values used to estimate the floorspace associated with the impact in Bolton and Farnworth town centres are shown below and have been inflated to reflect 2021 prices. The commercial land value uplift is converted into uplift per sqm by using the same assumption used in Bolton retail and leisure study, 2008.

| Metric   | Value   | Source   |
|--|---------|--|
| Average Household Comparison Expenditure in North-West     | £4,332  | ONS, Detailed household expenditure by countries and regions, 2018 |
| Average Household Convenience<br>Expenditure in North-West | £3,827  | by couldines and regions, 2010                                     |
| Comparison Retail Sales per sqm                            | £5,337  | Dagar Tum & Dartnera Baltan ratail                                 |
| Convenience Retail Sales per sqm                           | £10,181 | Roger Tym & Partners, Bolton retail and leisure study, 2008        |
| Bolton Town Centre Comparison Retention                    | 30%     | and leisure study, 2006  |
| Bolton Town Centre Convenience Retention                   | 10%     |  |

#### Wider Residential LVU

Wider Residential LVU is also anticipated due to increasing housing demand from BCMS learners coming from outside BC choosing to stay and work in BC. The estimate of this group is based on the university's existing experience and forecast as described above. The college recruits 31% of its new staff from elsewhere with 45% (assumed in the submitted business case) of the graduates moving outside Bolton to live and work. The estimated population of BCMS graduates in employment moving

from elsewhere is then converted to households by using Bolton's latest unemployment rate as shown in section 5.1a and the average number of people in employment per household in BC (1.1 in 2020) by ONS. This results into the estimated number of additional dwellings required.

The number of additional dwellings is then converted into land by using the average development density of 28 dph in North-West published by MHCLG. The Land Value Uplift is then estimated by using the split of brownfield and greenfield land used for residential development in North-West and the associated average land values in Bolton by MHCLG shown below inflated to 2021 prices.

The cost-benefit analysis follows the HMT Green Book and MHCLG Appraisal Guide. The overall assumptions used in the model are listed below:

- An appraisal period of 30 years is used as deemed suitable for the appraisal of large-scale regeneration schemes, to reflect what the guidance considers as "useful asset life".
- Net Present Values are based on a discount rate of 3.5% per annum for both costs and benefits in line with HMT Green Book.
- Displacement and Optimism Bias: Displacement and optimism bias levels are based on the Green Book and Additionally Guide and are 25% and 3.2%.
- 5.4b Please complete Tab A and B on the appended excel spreadsheet to demonstrate your:
- Tab A Discounted total costs by funding source (£m) Completed (Appendix B)
- Tab B Discounted benefits by category (£m) Completed (Appendix B)

#### 5.5 Value for money of proposal

5.5a Please provide a summary of the overall Value for Money of the proposal. This should include reporting of Benefit Cost Ratios. If a Benefit Cost Ratio (BCR) has been estimated there should be a clear explanation of how this is estimated i.e. a methodology note. Benefit Cost Ratios should be calculated in a way that is consistent with <a href="https://mww.hmt.eps.nc.no.nummarker.cog">https://mww.hmt.eps.nc.no.nummarker.cog</a> Analysis Guidance. For bids requesting funding for transport projects this should be consistent with <a href="https://mww.hmt.eps.nc.no.nummarker.cog">https://mww.hmt.eps.nc.nummarker.cog</a> Analysis Guidance. (Limit 500 words)

BCMS development demonstrates a significant positive benefit cost ratio. The key impact of BCMS is the productivity effects associated with BCMS learners moving to a more productive jobs resulting in a salary uplift. In this way BCMS contributes to Bolton's economic growth.

It is anticipated that BCMS will provide the following benefits:

- 1. New learners and employees attracted to learn and work in Bolton from the Bolton area
- New learners and employees attracted to learn and work in Bolton from around the UK
- 3. New learners and employees attracted to learn and work in Bolton from overseas
- 4. Improved recruitment of staff by Bolton NHSFT
- 5. Improved retention of staff by Bolton NHSFT
- Improved pathways for progression in medical and clinical healthcare roles
- 7. Improved health service provision from a more highly skilled workforce
- 8. New post-graduate provision for clinical and medical professionals, attracting and retaining talent in Bolton
- Adding to the University's investment in the Centre for Dental Science, also located in Farnworth, which has attracted inward investment (and new employment) in the dental science sector in the town
- 10. A particular opportunity for learners for the BAME community in Bolton, many of whom (particular young women) do not get the opportunity to fulfil their potential because of a cultural trend regarding a reluctance to move away from home to study and/or work.
- 11. On site LVU due to the change of the site's land use to a more productive use.

- 12. Wider residential LVU associated with the additional demand for dwellings as a result of the graduates coming from outside BC being retained in BC.
- 13. Town centre LVU in terms of retail due to the higher purchase power of the learners graduating BCMS.

The table below shows the calculation process of the BCR which is consistent with HMT's Green Book and MHCLG's appraisal guidance and using the formula set out in the LUF FAQs. The approach used to estimate the benefits is set out in section 5.4a above. The table below considers the benefits under the 'business-as-usual' scenario. The estimation is also based on an Optimism Bias of 3.2% as per the Optimism Bias supplementary guidance. The impact area is the borough of Bolton.

| Total not additional handita          | Business As<br>Usual (NPV, 2021- | Preferred Option<br>(NPV, 2021-22 | Net Additional |
|---------------------------------------|----------------------------------|-----------------------------------|----------------|
| Total net additional benefits         | 22 prices)                       | prices)                           |                |
| Benefits for the BCR                  |                                  |                                   |                |
| Land value uplift (LVU)               | £0                               | £210,000                          | £210,000       |
| Wider Residential LVU                 | £21,050,000                      | £75,180,000                       | £54,130,000    |
| Wider Retail LVU in Bolton and        | £370,000                         | £1,320,000                        | £950,000       |
| Farnworth Town Centre                 |                                  |                                   |                |
| Agglomeration benefits that accrue to | £13,820,000                      | £49,370,000                       | £35,550,000    |
| NHS                                   |                                  |                                   |                |
| Total benefits for the BCR (A)        | £35,300,000                      | £126,080,000                      | £90,840,000    |
| Costs                                 | £0                               | £0                                | £0             |
| LUF cost/funding (B)                  | £0                               | £20,000,000                       | £20,000,000    |
| Co-funding UoB cost, BNHSFT in        | £0                               | £11,800,000                       | £11,800,000    |
| kind land gift and Optimism Bias (C)  |                                  |                                   |                |
| Total cost (LFU + Co-funding) (D)     | £0                               | £31,800,000                       | £31,800,000    |
| Private sector cost (E)               | £0                               | £0                                | £0             |
| BCR calculation formula (A-E)/D       |                                  | _                                 | 2.9            |

The proposal's BCR is 2.90 which shows that for every £1 of public money spent there is a monetised benefit of £2.90. The numbers in the above table are rounded to the nearest £10,000.

5.5b Please describe what other non-monetised impacts the bid will have and provide a summary of how these have been assessed. (Limit 250 words)

| Health benefits              | Improved workforce in clinical and medical health in Bolton will lead             |
|------------------------------|---|
|                              | to improved access to healthcare & better health outcomes for local               |
|                              | residents, arresting the current growth in mental health in deprived communities. |
| Access to employment         | BCMS significantly improve access to high quality vocational                      |
| pathways                     | education and progression in clinical and medical healthcare                      |
|                              | professions   |
| Improved recruitment and     | BNHSFT has a significant challenge in recruiting and retaining                    |
| retention of staff at BNHSFT | medical and clinical staff. BCMS will provide a compelling reason for             |
|                              | new staff to be attracted to, and remain at BNHST because of                      |
|                              | significantly improved skills training and the creation of a vibrant and          |
|                              | exciting, learn, practice, research and develop environment                       |
| Creation of a new medical    | Bolton College of Medical Sciences will add to the highly acclaimed               |
| and clinical development hub | UOB's Bolton Centre for Dental Sciences (BCDS), also located in                   |
| in Bolton                    | Farnworth. BCDS has seen significant secondary investment,                        |
|                              | forming an emerging cluster of dental technology employers. Like                  |
|                              | BCDS, BCMS will attracting secondary, inward investment in medical                |
|                              | and clinical care technologies in and around Bolton/ Farnworth                    |

| Investment in an area of significant deprivation                   | BCMS will act as a 'catalysing development', providing the employment and skills training provision required as a precursor to the implementation of the BNHSFT locality development strategy, the Farnworth Town Centre Development Strategy and the Bolton Strategic Development plan |
|--|---|
| Improvement of site environment (reclamation of a brownfield site) | BCMS will see the remediation and redevelopment of an existing brownfield site on the hospital estate   |

5.5c Please provide a summary assessment of risks and uncertainties that could affect the overall Value for Money of the bid. (Limit 250 words)

BCMS has a low level of residual risk. The scope is clearly defined, with a thorough curriculum plan and pedagogy developed by both the college and the Hospital Trust informing the business case. The building design has been through an in-depth briefing and approvals process under the auspices of a Project Board. Planning consent has been achieved and many of the pre-commencement conditions have been approved by the planning authority. A full set of main contract information has been produced, and lump sum, fixed price tenders were received from two national contractors.

There are some key residual risks<sup>39</sup> that need managing:

**Site** – ground conditions (contamination, obstructions, below ground services) are a key risk for any brownfield building project. The college have undertaken extensive site investigations and ground penetrating radar surveys to minimise these concerns. The contractor has accepted the residual risk under the contract.

**Inflation** – material inflation has been significant for some packages – steel, timber and bricks most notably. The college has allowed 15% cost uplift in total costs to reflect this.

**Supply chain capacity** – subcontractor capacity is stretched at the moment due to a heated market. Our inflation allowance reflects this upward pressure on pricing.

**Operational risks** – As the true project value is in the delivery of new and improved training and employment opportunities and continual professional development, there are risks associated with the successful operation of BCMS and in attracting and retaining new employees.

5.5d For transport bids, we would expect the <u>Appraisal Summary Table</u>, to be completed to enable a full range of transport impacts to be considered. Other material supporting the assessment of the scheme described in this section should be appended to your bid.

N/A

30

<sup>&</sup>lt;sup>39</sup> A costed risk register is provided in Appendix G

#### **PART 6 DELIVERABILITY**

#### 6.1 Financial

See technical note Table 1 for further guidance.

- 6.1a Please summarise below your financial ask of the LUF, and what if any local and third-party contributions have been secured (please note that a minimum local (public or private sector) contribution of 10% of the bid costs is encouraged). Please also note that a contribution will be expected from private sector stakeholders, such as developers, if they stand to benefit from a specific bid (Limit 250 words)
- 1. Matched funding provided by University of Bolton is secured and set aside in UOB Cash Reserves
- 2. BNHSFT have agreed to provision of a 99-year peppercorn lease on the land, which has a red-book valuation of £742,500<sup>40</sup>

This represents a contribution from all beneficiaries of the proposal.

The contribution split is provided in the table below:

| Contributor          | Descriptor           | Amount      | % of total |  |  |
|----------------------|----------------------|-------------|------------|--|--|
| LUF                  | Grant provision      | £20,000,000 | 62.0%      |  |  |
| University of Bolton | Match-funding (cash) | £11,571,520 | 35.8%      |  |  |
| BNHSFT               | Land (in-kind)       | £ 742,500   | 2.2%       |  |  |
|                      | Total                | £32,314,020 | 100%       |  |  |

That equates to total match funding of 38% and a grant intervention rate of 62.0%

6.1b Please also complete Tabs C and D in the **appended excel spreadsheet**, setting out details of the costs and spend profile at the project and bid level in the format requested within the excel sheet. The funding detail should be as accurate as possible as it will form the basis for funding agreements. Please note that we would expect all funding provided from the Fund to be spent by 31 March 2024, and, exceptionally, into 2024-25 for larger schemes.

Tabs C & D have been completed. Sources of match funding have been confirmed with letters of commitment provided in Appendix D

6.1c Please confirm if the bid will be part funded through other third-party funding (public or private sector). If so, please include evidence (i.e. letters, contractual commitments) to show how any third-party contributions are being secured, the level of commitment and when they will become available. The UKG may accept the provision of land from third parties as part of the local contribution towards scheme costs. Where relevant, bidders should provide evidence in the form of an attached letter from an independent valuer to verify the true market value of the land.

| X 103           |  |
|-----------------|--|
| <del>□ No</del> |  |
|                 |  |
|                 |  |
|                 |  |

**Υ Υρε**41

<sup>&</sup>lt;sup>40</sup> A copy of the red-book valuation is provided in Appendix H

<sup>&</sup>lt;sup>41</sup> Undertakings from BNHSFT (regarding land gift) and from UOB (regarding necessary match funding) are provided in in Appendix D

6.1d Please explain what if any funding gaps there are, or what further work needs to be done to secure third party funding contributions. (Limit 250 words)

#### N/A

6.1e Please list any other funding applications you have made for this scheme or variants thereof and the outcome of these applications, including any reasons for rejection. (Limit 250 words)

BCMS was approved for £10m of grant funding under the Local Growth Fund (Skills capital) budget in late 2019.

However, due to the onset of COVID-19 and subsequent national lockdown in March 2020, the university took the difficult decision to put the BCMS on hold and focus resources on core activities, the learning, teaching and support for all students and the wellbeing of staff through a difficult period.

The grant funding agreement, and associated terms, remained unresolved and the funding was subsequently withdrawn, as it was clear that the on-going COVID-19 crisis would prevent the project from being delivered within the allocated timeframe.

6.1f Please provide information on margins and contingencies that have been allowed for and the rationale behind them. (Limit 250 words)

The main contractor's overhead and profit margins were declared in the two-stage tender process. Wilmott Dixon, under the Procure North-West Framework, have committed to an Overhead Margin of 2.6% and a Profit Margin of 0.5%, which is extremely competitive overall.

In addition, they had allowed a Contractor's Design risk allowance of 2%, which is typical for a job of this scale, and a further 3% inflation allowance, which at the time of tendering, was considered adequate for the market conditions. Taken as a whole, this margin was fairly typical of the market at this time. The 3% inflation allowance provided some extra scope for 'buying gains', where main contractors expect a final tender improvement in pricing from subcontractors at award.

The allowance for 15% price inflation (9% to current day, 6% to contract award) seems high in comparison to the low-inflation period of the last 10 years, but with 40% rises in steel costs and 80% rises in timber costs in the last 6 months, it is clear that Covid-19 has had a significant effect on materials supply.

Whilst forecasting pricing in this environment is fraught, we do believe we have made adequate provision to be confident in our budgeting. We have also made some further (more modest) risk allowances in the risk register.

Should prices rise further than anticipated, we would examine further value engineering opportunities, in particular on some of the finishes and landscaping specifications.

6.1g Please set out below, what the main financial risks are and how they will be mitigated, including how cost overruns will be dealt with and shared between non-UKG funding partners. (you should cross refer to the Risk Register). (Limit 500 words)

**Inflation** – material price increases have been significant since Autumn 2020. This has mainly been a result of reduced global production capacity following the Covid-19 pandemic. Measures to mitigate material inflation are relatively limited, but we have increased the budget in line with inflation changes. In liaison with the contractor, we have also agreed to order key materials early in the programme to secure prices and supply. Item 5.2 in the risk register retains further

**Insolvency** – subcontractor and supplier insolvencies can be a significant financial risk for the main contractor (rather than the University of Bolton as client). have a strict policy of only using their approved supply chain, with subcontractor financial stability a key consideration. However, item 7.3 on the risk register retains a contingency.

Client changes – client changes during the construction phase are a key financial risk, especially so in a multi-stakeholder project. Item 2.1 on the risk register makes provision for this key risk, however we are confident that the extensive planning and engagement with University and Trust staff throughout the briefing and design period has reduced this risk significantly.

**Utility services** – the proposed route for the steam connection to the site utilises existing service ducts under roadways on the hospital site. Whilst this route is the most direct, it is also a confined space with a high likelihood of asbestos in the ducts. We aim to identify another (slightly longer) route, which although more expensive in excavation terms, reduces the residual risk of working in confined and potential contaminated areas. Item 3.5 on the risk register refers.

**Car parking** – the risk of further increased costs in re-providing staff and contractor car parking is captured in 3.8, 3.9 and 6.1. However, detailed plans had been agreed with both the Hospital Trust and Mount St Joseph school in re-providing staff parking and temporarily providing contractor parking during construction.

**Cost overruns -** The University will be responsible for any cost overruns. However, we have retained a 3.6% contingency (£750,000 in total) which, based on the risk register analysis, is a good level at this stage of a well-defined project. Any changes to the project over £25,000 in value have to go to the Project Board for approval.

Wilmott Dixon have also accepted a number of construction risks as part of their lump sum, fixed price tender. Ground conditions, inflation, subcontractor or supplier insolvency and design coordination risk are all contractor risks under the amended form of JCT Design and Build Contract.

We also have some elements of design where it is possible to value engineer the project further, for example internal finishes, plant screens to roof areas and some elements of the external landscaping.

#### 6.2 Commercial

#### See technical note Section 4 and Table 1 for further guidance.

6.2a Please summarise your commercial structure, risk allocation and procurement strategy which sets out the rationale for the strategy selected and other options considered and discounted. The procurement route should also be set out with an explanation as to why it is appropriate for a bid of the scale and nature submitted.

Please note - all procurements must be made in accordance with all relevant legal requirements. Applicants must describe their approach to ensuring full compliance in order to discharge their legal duties. (Limit 500 words)

BCMS had reached the point of contract award in March 2020 when the project was put on hold due to the global pandemic. Wilmott Dixon were selected using the Procure North-West Framework for Major Contracts. A two-stage, two-contractor procurement route was preferred, given that all Framework contractors had good experience in the education sector. This enabled a detailed dialogue with two contractors who had themselves been shortlisted from the Framework list of 6.

A two-stage procurement approach is very much the prevalent approach in a market where contractors are very selective – single-stage tenders tend to get a low response rate. However, two contractors in the second stage maintained good competitive pricing. It also facilitates a more collaborative approach with the contractor and supply chain, which we believe is vital for successful project delivery.

Should LUF funding be secured, we propose to revert to a more traditional two-stage open book approach with Wilmott Dixon. Prelims, overheads and profit would remain fixed at 2020 levels, with package re-tendered and jointly assessed with the project team. Value for money can be clearly established through the open-book process, and a good working relationship with Wilmott Dixon in the lead up to March 2020 means we can be confident that they will work closely with us to achieve best value for the University.

Re-tendering the project to the original 6 contractors was considered, but given the rigour of the original procurement, it was felt that there would be little appetite from contractors in a heated construction market to go through a repeat selection process, meaning an extended programme for no discernible benefit. The requirement to spend monies in 2021-22 financial year also makes this a less viable option. Other procurement routes were considered in 2019, such as traditional route, construction management and target cost. None offered the range of cost, programme and quality benefits that two-stage, two contractor approach which we employed at that time.

In 2019 we shared the project budget with all contractors early in the procurement process, as the budget was fixed but we wanted to maximise the value on offer. Contractors responded well to this open approach, and fully embraced the approach of giving the client the best value that the budget could afford. Risks were openly discussed and allocated to the party best able to manage them; in the main, this was to the contractor as the more construction-experienced party.

Value-engineering proposals were invited from both contractors in the second stage. Once Wilmott Dixon were formally selected, the losing contractor proposals were also included for consideration

Overall, this procurement route maximises collaboration and competition. It utilises the foundations of the comprehensive 2019 procurement exercise but fast-tracks the re-appointment of Wilmott Dixon on an open-book tender basis in 2021. A lump sum, fixed price protects the University – and funders – from cost overruns.

#### 6.3 Management

#### See technical note Section 4 and Table 1 for further guidance

Delivery Plan: Places are asked to submit a delivery plan which demonstrates:

- Clear milestones, key dependencies and interfaces, resource requirements, task durations and contingency.
- An understanding of the roles and responsibilities, skills, capability, or capacity needed.
- Arrangements for managing any delivery partners and the plan for benefits realisation.
- Engagement of developers/ occupiers (where needed)
- The strategy for managing stakeholders and considering their interests and influences.
- Confirmation of any powers or consents needed, and statutory approvals e.g. Planning permission and details of information of ownership or agreements of land/ assets needed to deliver the bid with evidence
- Please also list any powers/consents etc needed/ obtained, details of date acquired, challenge period (if applicable) and date of expiry of powers and conditions attached to them.

6.3a Please summarise the delivery plan, with reference to the above (Limit 500 words)

The appended Project Execution Plan (PEP) sets out the delivery strategy for BCMS. As the project was due to start on site in April 2020, the delivery plan was fully developed and robustly tested. The full design and construction team which was appointed to commencement of enabling works in March 2020 are all still available and committed to delivering this important project for the region.

The key project milestones are:

| LUF Funding approval                              | 01 Oct 21 |
|---|-----------|
| Mobilisation of project team                      | 15 Oct 21 |
| Discharge of pre-commencement planning conditions | 21 Jan 22 |
| Second-stage tender complete/contract sum agreed  | 13 May 22 |
| Enabling works commenced                          | 18 Mar 22 |
| Enabling works completed                          | 13 May 22 |
| Start on site                                     | 16 May 22 |
| Practical completion                              | 06 Nov 23 |
| Fit-out of college building complete              | 18 Dec 23 |
| BCMS open for teaching                            | 02 Jan 24 |

More detail is provided in the project Gantt chart appended to the PEP (see Appendix G)

The key dependencies are:

- LUF Funding approval
- Discharge of planning conditions
- Re-tendering of main contract packages to reflect the latest programme and obtain a lump-sum fixed price tender
- Enabling works to move localised services a private gas pipe and some car park lighting cables on the site
- Reconfigure parking to provide replacement spaces

However, these activities are programmed into the delivery plan and have been fully resourced.

A project board, comprising University of Bolton, Bolton College, Bolton NHS Foundation Trust and Bolton Council, met on a monthly basis to review project aims and progress, make stakeholder

decisions and approve expenditure and/or any changes to the project scope. Terms of reference have been agreed for the board. Meetings to reconvene once funding is secured.

Expenditure and progress reports will be provided on a quarterly to BCMS partnership, ensuring transparency and governance is optimised, risks managed, and outcomes and outputs are delivered Detailed end-user engagement took place over 2018/19 with University, College and Trust senior members of staff to develop a detailed curriculum and pedagogy for BCMS. The project was formally signed off at RIBA Stages 1, 2 and 3, in accordance with good governance, with a report and presentation to stakeholders at each stage. Whilst a review to validate these assumptions is planned upon remobilisation of the project, it is not expected to significantly change the teaching and learning requirements.

Planning consent was achieved for the scheme in June 2019 with a total of 23 conditions. Of a total of 11 pre-commencement conditions, 9 have already been discharged. Works were scoped, designed and priced in 2020, and subject to re-validation. Potential cost increases are within the scope of the contingency budget.

Works must commence on site before 27 June 2022 maintain the extant planning consent (current plan is 16 May 2022). Heads of terms have been agreed between the University and the Hospital Trust for the transfer of land for the building, but lease contracts will not be exchanged or completed until notice that LUF funding is secured.

| 6.3b Has a delivery plan been appended to your bid?                          | X Yes |
|--|-------|
|  | □No   |
| 6.3c Can you demonstrate ability to begin delivery on the ground in 2021-22? | X Yes |
|  | □No   |

6.3e Risk Management: Places are asked to set out a detailed risk assessment which sets out (word limit 500 words not including the risk register):

- the barriers and level of risk to the delivery of your bid
- appropriate and effective arrangements for managing and mitigating these risk
- a clear understanding on roles/responsibilities for risk

BCMS was significantly de-risked at the time it was due to start on site in April 2020. The design had been thoroughly developed to RIBA Stage 3+. It had been peer-reviewed at Stage 2 by the Procure North-West Framework contractors, and intensive dialogue had taken place with the final two contractors over a 10-week tender period to further understand residual risks and identify what mitigation measures could be employed. Both tendering contractors were happy with the proposed risk transfer for ground conditions, design coordination risk, discharge of planning conditions, etc. In effect, the project team had 'bought out' most of the residual risk with the contactor.

Section 11 of the Project Execution Plan (appended) sets out our overall approach to risk management. Regular risk workshops were undertaken during the design stage of the project to identify, allocate, manage and mitigate project risks. These workshops would continue on a regular basis up to contract award and beyond (with the contractor). Each risk identified has a primary owner – someone who is best able to manage the risk. For example, the contractor is best able to manage the risk of delays by utility companies in arranging new connections to mains services, as that is something they do on every project.

A review of risk management and mitigation assumptions has been undertaken, in preparation for this LUF funding application.

Key risk groups have been considered:

**Site** – how has the hospital site changed since March 2020 as a result of Covid-19? What new operational restrictions apply? Do all service connections still exist, and do they offer the same capacity?

**Costs/Inflation** – how significant is the extent of cost inflation since March 2020? What mitigation measures can be employed to fix prices and minimise inflationary impact?

**Supply chain capacity** – post-Brexit, are supply chains from outside the UK still robust and are costs fixed? How badly are insolvencies affecting capacity in the local market?

We employ a number of standard measures to manage risk:

**Elimination** – it is possible to eliminate a risk by changing the scope of works or design approach. For example, we aim to re-route heating pipes away from service voids to eliminate the risk of asbestos removal

**Reduction** – prompt management actions can reduce risk. For example, we would propose to order bricks early to ensure any delays in delivery have minimal effect

**Insurance** – many risks can be insured against, even if that is a project-specific policy. One example is insurance against losses as a result of subcontractor insolvency

**Contingency** – some residual risk is inevitable on large capital projects, and often a contingency allowance is the only practical solution. We have allowed both financial and time contingency as appropriate.

Overall, BCMS's risk profile is good, with many key risks eliminated.

| 6.3f Has a risk register been appended to your bid? | X Yes <sup>42</sup> |
|---|---------------------|
|   | □No                 |

6.3g Please evidence your track record and past experience of delivering schemes of a similar scale and type (Limit 250 words)

The project design team have worked together on a number of similar education projects within the last 5 years, quite apart from BCMS itself:

| Project                        | Client                        | Value | Completed | Associated Architects | Couch Perry Wilkes | Curtins Consulting | MAC Consulting | Box Clever Consulting |
|--------------------------------|-------------------------------|-------|-----------|-----------------------|--------------------|--------------------|----------------|-----------------------|
| Edward Boyle<br>Library        | University of<br>Leeds        | £16m  | Jan-17    |                       |                    |                    |                | Ø                     |
| Nexus Innovation<br>Centre     | University of<br>Leeds        | £30m  | Jan-19    | $\square$             | V                  | Ø                  |                | Ø                     |
| Plumstead Campus               | London South<br>East Colleges | £17m  | Sep-23    | Ø                     | $\square$          | Ø                  | Ø              | Ø                     |
| Faculty of Biological Sciences | University of<br>Leeds        | £21m  | Oct-21    | Ø                     | V                  | Ø                  |                | v                     |

<sup>&</sup>lt;sup>42</sup> See Appendix G

-

Associated Architects have completed the £51m School of Architecture and the Built Environment for the University of Wolverhampton and the £46.5m School of Engineering at the University of Birmingham in the last two years.

CPW have completed the £11m Science and Technology Centre at Nottingham Trent University in 2020, along with the £165m Clatterbridge Cancer Centre, Liverpool, a state-of-the-art, new-build specialist hospital.

In 2020 Curtins completed the £45m Carnegie School of Sport for Leeds Beckett University, as well as the £80m Mount Oswald project for Durham University, providing new college buildings and 1,000 self-catering student rooms.

In the last 5 years, MAC Consulting have completed a £20m motor sport visitor attraction at Silverstone, as well as Manchester Life, a JV with Manchester City Council comprising over 1,000 new residential units across six sites.

Box Clever are currently delivering over 550 build to rent units costing over £120m. They also have expertise in modular construction, and in 2018 and 2019 delivered over 1,000 student rooms in two schemes in Lewisham and Acton, London.

The contractor, Wilmott Dixon, have just completed (2021) the University of Warwick's Interdisciplinary Biomedical Research Building, a 7,000m2 state-of-the-art building for 300 researchers. They were also the contractor on Associated Architects' £46.5m School of Engineering at the University of Birmingham.

6.3h Assurance: We will require Chief Financial Officer confirmation that adequate assurance systems are in place.

For larger transport projects (between £20m - £50m) please provide evidence of an integrated assurance and approval plan. This should include details around planned health checks or gateway reviews. (Limit 250 words)

I can confirm that adequate assurance systems are in place. Robust governance arrangements following Prince 2 methodology have been established to oversee the development and delivery of the project. In addition, the Council will follow its formal reporting processes to monitor progress and risks etc.

#### 6.4 Monitoring and Evaluation

See technical note Section 4 and Table 1 for further guidance.

6.4a Monitoring and Evaluation Plan: Please set out proportionate plans for M&E which should include (1000 word limit):

Project monitoring, evaluation and governance will be overseen by the BCMS Project Board, which is comprised of Representatives from each project partner, The Project Board has delegated authority (from each partner) for operational decisions to deliver the BCMS project brief, within the agreed funding timescales and to deliver agreed building programme and specification.

Any major variances to project programme, expenditure or outputs would need to be agreed by individual governance structures of each partner before authority is given to the Project Board.

Project Board meets 6-weekly to discuss progress, review risk and contingency management and to discuss and agree any project related issues and actions.

A quarterly progress report will be collated by the BCMS partnership and presented to the Board for review and any remedial actions agreed and recorded.

In addition, an Annual Project Report will be produced within 3 months of the end of each anniversary of the project start.

A Post- Occupancy Review, using the standard UKG Capital Project POR methodology, will be undertaken within 12 months of the completion of the project. The output report will be presented to the Levelling-Up Fund.

The Project Board has agreed a Memorandum of Understanding/Terms of Reference, signed off by each Project Partner, according to their respective Governance procedures.

Project Board Structure:



BCMS capital and operational project delivery will be overseen by the following management team at the UOB:

| Name | Organisation | Title |
|------|--------------|-------|
|      |              |       |
|      |              |       |
|      |              |       |
|      |              |       |
|      |              |       |
|      |              |       |
|      |              |       |

The project will be evaluated against the following objectives, with monitoring objectives agreed with LUF prior to funding. These are likely to include:

| Objective  | Benefit  | How will we measure it?  | Time<br>scale |
|--|--|--|---------------|
| Additional c.6,800 m <sup>2</sup> of high-<br>quality, specialised skills and<br>employment (HE & FE)<br>teaching and learning space | Local learners Bolton NHS Foundation Trust Other regional NHS Trusts Other regional health and clinical care employers & service providers   | Learner numbers     CPD numbers     Progression and attainment data  | From<br>2023  |
| Improved access to skills and<br>employment pathways in<br>Health & Social Care for<br>learners                                      | c. 60,000 GM learners over first<br>20 years   | Learner numbers     Access to FE     Progression in Health     and Social Care through     Health and Clinical Care     pathways   | From<br>2023  |
| Improved provision of a local,<br>highly skilled healthcare<br>workforce in GM   | Local people will benefit from increased employment opportunities and improved health provision Clinical, Medical and Social Health Sector employers and services providers across GM improve workforce skills | 7. Improvement in health outcomes 8. % of local people employed in Health and Clinical care provision at Bolton Foundation Trust 9. Learners moving into employment with GM H&SC employers                     | From<br>2023  |
| Improvement in health services in GM   | Local residents  | 10.Improvements in health outcomes and other health and wellbeing metrics  | From<br>2023  |
| Reduce skills and employment gaps in some critical employment areas (e.g. nursing)   | GM residents (employment opportunities) Regional employers in the health and clinical care sectors Local residents through improved health and clinical care provision   | 11. Number and size of identifiable skills gaps in the Health & Clinical Care Sector in the NW 12.% of regionally sourced (as opposed to 'imported') employees in mission critical functions (such as nursing) | From<br>2023  |
| Increasing local employment<br>and increasing skills levels<br>and economic value of that<br>employment                              | Local residents and learners Regional employers in the Health & Clinical care sector   | 13.% of employees who originate from within a 10 mile radius of the locality   | From<br>2023  |

|   |   | 14.Skills attainment profiles 15.Employment data 16.Salary (and other local economic) data |              |
|---|---|--|--------------|
| Supporting employment growth in a priority sector                                       | Local people (employment opportunities) Local employers in the Health & Clinical Care Sector                    | 17.Number of learners progressing into sector employment 18.GVA <sup>43</sup> impact       | From<br>2023 |
| Improvement in multi-<br>disciplinary skills and multi-<br>agency Health Care provision | Local people (improved services) Local providers (improved integration and support for multi- agency approaches | 19.Evidence of multi-<br>agency working and<br>delivery of care services                   | From<br>2023 |
| Increase learners attaining Level 4+  | Healthcare sector needs significantly more employees with specialist vocational training at level4 +            | 20.Number of learners achieving level 4 qualifications                                     | From<br>2023 |
| Reduction in NEETs in Bolton and GM   | GM residents seeking employment or education  | 21.Number of learners or employees who were previously categorized as NEET                 | From 2023    |
| Reduce retail vacancy and support the town centre regeneration                          | Increased Retail Expenditure in Town Centres  | 22.Vacancy Rate<br>23.Retail Jobs  | From<br>2023 |
| Housing regeneration in the town centre   | Increasing demand for housing   | 24.Development of additional Housing Units   | From<br>2023 |

 $<sup>^{\</sup>rm 43}$  A GVA assessment for the preferred option is provided in Appendix C

#### PART 7 DECLARATIONS

#### 7.1 Senior Responsible Owner Declaration

As Senior Responsible Owner for Bolton College of Medical Sciences, I hereby submit this request for approval to UKG on behalf of the University of Bolton and confirm that I have the necessary authority to do so.

I confirm that the University of Bolton will have all the necessary statutory powers and other relevant consents in place to ensure the planned timescales in the application can be realised.

| Name: | Sign | ied: |  |
|-------|------|------|--|
|       |      |      |  |

#### 7.2 Chief Finance Officer Declaration

As Chief Finance Officer for Bolton Council I declare that the scheme cost estimates quoted in this bid are accurate to the best of my knowledge and that Bolton Council

- has allocated sufficient budget to deliver this scheme on the basis of its proposed funding contribution
- accepts responsibility for meeting any costs over and above the UKG contribution requested, including potential cost overruns and the underwriting of any funding contributions expected from third parties
- accepts responsibility for meeting any ongoing revenue requirements in relation to the scheme
- accepts that no further increase in UKG funding will be considered beyond the maximum contribution requested and that no UKG funding will be provided after 2024-25
- confirm that the authority commits to ensure successful bids will deliver value for money or best value.
- confirms that the authority has the necessary governance/assurance arrangements in place and that all legal and other statutory obligations and consents will be adhered to.

| Name: Sue Johnson – Bolton City Council s.151 Officer | Signed: |  |
|---|---------|--|
|   |         |  |

#### 7.3 Data Protection

Please note that The Ministry of Housing, Communities and Local Government (MHCLG) is a data controller for all Levelling Up Fund related personal data collected with the relevant forms submitted to MHCLG, and the control and processing of Personal Data.

The Department, and its contractors where relevant, may process the Personal Data that it collects from you, and use the information provided as part of the application to the Department for funding from the Levelling Up Fund, as well as in accordance with its privacy policies. For the purposes of assessing your bid the Department may need to share your Personal Data with other Government departments and departments in the Devolved Administrations and by submitting this form you are agreeing to your Personal Data being used in this way.

Any information you provide will be kept securely and destroyed within 7 years of the application process completing.

You can find more information about how the Department deals with your data here.

### **ANNEX D - Check List Great Britain Local Authorities**

| Questions   | Y/N      | Comments  |  |  |  |
|---|----------|---|--|--|--|
| 4.1a Member of Parliament support   |          |   |  |  |  |
| MPs have the option of providing formal written support for one bid which they see as a priority. Have you appended a letter from the MP to support this case?  | Y        | Appendix D  |  |  |  |
| Part 4.2 Stakeholder Engagement and Support   |          |   |  |  |  |
| Where the bidding local authority does not have responsibility for the delivery of projects, have you appended a letter from the responsible authority or body confirming their support?  | Y        | Appendix D  |  |  |  |
| Part 4.3 The Ca   |          | vestment  |  |  |  |
| For Transport Bids: Have you provided an Option Assessment Report (OAR)   | N/A      |   |  |  |  |
| Part 6.1  | Financia | al  |  |  |  |
| Have you appended copies of confirmed match funding?  | Y        | Appendix D 1. Letter from UOB 2. Letter from Bolton Council 3. Letter from BNHSFT |  |  |  |
| The UKG may accept the provision of land from third parties as part of the local contribution towards scheme costs. Please provide evidence in the form of a letter from an independent valuer to verify the true market value of the land.  Have you appended a letter to support this case?  Part 6.3 M | Y        | Appendix D  1. Letter from BNHSFT 2. Red-book valuation provided to BNHSFT        |  |  |  |
| Has a delivery plan been appended to your   | Y        | Appendix G  |  |  |  |
| bid?  | I        |   |  |  |  |
| Has a letter relating to land acquisition been appended?  |          | Appendix F  |  |  |  |
| Have you attached a copy of your Risk Register?   |          | Appendix G  |  |  |  |
| Annex A-C - Project description Summary (only required for package bid)   |          |   |  |  |  |
| Have you appended a map showing the location (and where applicable the route) of the proposed scheme, existing transport infrastructure and other points of particular interest to the bid e.g. development sites, areas of existing employment, constraints etc.   |          | Appendix G – RIBA Stage 2 Report<br>Page 78                                       |  |  |  |