

# Apply to the levelling up fund round 2

## Submission details

Submission reference	LUF20062
Created time	Wed, 10 Aug 2022 08:36
Signed-in user	fdf1bdcb-17ec-4622-8136-048ffa7c6b1f

## What is the legal name of the lead applicant organisation?

Mansfield District Council

## Where is your bid being delivered?

England

## Select your local authority

Mansfield

## Enter the name of your bid

Mansfield Connect

Does your bid contain any projects previously submitted in round 1?

No

## Bid manager contact details

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Position	Regeneration Programmes and Projects Manager
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## Senior Responsible Officer contact details

Full name	Michael Robinson
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## Chief Finance Officer contact details

Full name	Dawn Edwards
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## Local Authority Leader contact details

Full name	Andy Abrahams
Position	Elected Mayor
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## Enter the name of any consultancy companies involved in the preparation of the bid

Partnering Regeneration Development Ltd (PRD)  
Arc Partnership

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## Enter the total grant requested from the Levelling Up Fund

£20000000

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## Investment themes

Regeneration and town centre	100%
Cultural	0%
Transport	0%

## Which bid allowance are you using?

Full constituency allowance

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## How many component projects are there in your bid?

1

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## Are you submitting a joint bid?

No

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## Grant value declaration

I am submitting a bid as a single applicant and can confirm that the bid overall does not exceed £20 million grant value

Tick to confirm

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## Gateway criteria: costings, planning and defrayment

I confirm that some LUF grant funding will be defrayed in the 2022/23 financial year

Tick to confirm

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Costings and Planning Workbook

Mansfield Connect - LUF\_Single\_Project\_Costings\_and\_Planning\_Wkbook\_v2\_2.xlsx

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## Provide bid name

Mansfield Connect

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## Provide a short description of your bid

Mansfield Connect sees the regeneration and re-purposing of a locally valued but long-vacant department store to create a new civic and community hub.

It will be a landmark beacon for all, bringing partners, agencies, residents and communities together, reactivating Mansfield town centre, driving transformational change in service delivery across the district, breeding a new confidence in the town and unlocking investment and our entrepreneurial spirit.

A successful Levelling-Up Fund submission represents a once-in-a-generation opportunity. Mansfield Connect will offer a welcome truly worthy of the place, enabling partners and stakeholders to respond collaboratively to our challenges and opportunities.

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## Provide a more detailed overview of your bid proposal

Mansfield Connect is an innovative regeneration project that will transform the locally important but long vacant Beales Department store into a c. 14,800 sqm multi-use, multi-service hub.

Mansfield DC purchased the freehold of the asset in December 2021 in order to take greater control in shaping a new future for Mansfield town centre and its residents. It forms a key part of the Council's Masterplan, complementing a number of other projects and developments being progressed across the town, referenced elsewhere within this submission, including projects developed through its successful Towns Fund programme, including the Future Technology Skills Exchange, SMART Mansfield and a series of urban greening interventions. Summary details can be found within the Appendices.

Mansfield Connect is at the heart of the town centre and adjacent to the town's public transport hub. Its creation will significantly improve access to a range of public services; create new opportunities for local enterprise and skills training; provide important new town centre amenities including a food and beverage offer and by re-opening long closed but loved frontages for more day and evening activities, will support greater footfall and high street vibrancy.

It currently represents a significant vacancy for the town at just under 14,800 sqm (160,000 sq ft) over 5 floors on a 1.05 acres (0.42 ha) plot and its regeneration would represent a fundamental step forwards in creating a brighter and transformative future for Mansfield's residents and stimulate further private sector investment and economic opportunity in Mansfield.

#### Impact Themes:

Investment into the Beales building will be catalytic, generating far-reaching positive impacts beyond the footprint of the building itself. These have been summarised below:

#### Town Centre Vitality:

1. A new active frontage will make the streets feel more welcoming, safer and more accessible, particularly to more vulnerable groups.
2. New evening uses will breathe life into the town centre after 5pm, providing much-needed new potential for the local night-time economy.
3. Community spaces, education hubs and space for start-ups will stimulate a creative and entrepreneurial culture in the town, attracting students and younger people to the centre, driving footfall and providing a significant economic boost to local businesses.
4. All of these factors together will act as a catalyst for commercial and private sector activity beyond the immediacy of the project and across the town centre.

#### Wellbeing & Community:

1. Mansfield Connect will enable Nottingham Trent University and West Nottinghamshire College to create spaces for skills and training, new enterprise and local start-ups which will bring opportunity for all of Mansfield's residents.
2. A new health hub, supporting General Practices, Midwifery services, Citizens Advice and Pharmaceutical services will increase access to fundamentally important services that are currently located in disparate locations, mostly away from each other, inaccessible by public transport.
3. An active frontage and green space with outside seating sustainably developed, creating a more welcoming and social environment, benefiting residents and visitors alike.

#### Public Services Transformation:

1. Providing better access to vital public services under one roof will allow for improved coordination and cross-referrals between services.
2. Providing a central and single point of access for Mansfield residents; working with partners such as the Department of Work and Pensions and Mansfield CVS to provide wider and joined-up access to work and employment support.

Each of these themes is underpinned by a dedication to environmental sustainability, championing refurbishment over demolition and improving accessibility to services.

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## Provide a short description of the area where the investment will take place

The LUF investment will be directed into regenerating the vacant Beales Department Store in Mansfield Town Centre in the East Midlands.

Mansfield is the largest town in Nottinghamshire and has played a significant role in the county throughout its history. Today, Mansfield is a significant market town which draws its customer base from a relatively large catchment area, but which has also suffered longstanding economic challenges from the decline of its traditional industries and the changing dynamic of the role of retail in its town centre. See the Appendices for the town centre's formal boundary as set within the the Town Centre Masterplan and the GIS documentation for Mansfield Connect's exact location.

Mansfield's Town Centre has been negatively impacted over the years by the growth of out-of-town competition, e-commerce and the recent Coronavirus pandemic. It is therefore imperative that the town is able to reposition its offer and better respond to the changing needs of residents, businesses and visitors, in order to build the resilience of the town into the future. Despite this, the Covid-19 pandemic has seen, in some ways, a resurgence for Mansfield's high street, as residents of the borough increasingly 'shop local' rather than heading to larger centres such as Nottingham and Sheffield. We recognize the importance of acting now to embed a drive towards greater vitality and economic prosperity in the long-term.

Location:

The Beales Department store building is located on a prominent corner of Stockwell Gate and Queen Street, opposite the entrance to the Four Seasons shopping centre, and has formed an important anchor in the town centre for a long time. Despite being vacant for some time, Beales remains an important physical and psychological landmark for Mansfield and its communities.

It sits adjacent to the town's public transport hub for rail and bus connectivity and, once redeveloped, has the potential to act as an important gateway to the town centre, improving wayfinding and encouraging public transport accessibility.

Stockwell Gate is a key route for the town centre and main town square; the delivery of Mansfield Connect at this site will positively influence change on its surrounding sites, the town centre road network and wider area.

Stockwell Gate is also an important retail street and requires active ground floor frontage in the form of retail, leisure and community uses to better animate the street, which it has now lacked for a number of years.

The redevelopment of this site will also benefit the prospects of the Belvedere site, a privately-owned gateway site of importance to the town with significant potential for a part-commercial, part residential scheme. It will provide significant accessibility improvements between the Market Place and the transport hub towards the upper part of the site.

Architectural plans for the site can be found in the Appendices, along with a 3D Fly Around Link.

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### Optional Map Upload

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## Does your bid include any transport projects?

No

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## Provide location information

#### Location 1

Enter location postcode	NG18 1HN
Enter location grid reference	SK5361SE
Percentage of bid invested at the location	100%
Optional GIS file upload for the location	Mansfield Connect - GIS Shape File.zip

#### Select the constituencies covered in the bid

##### Constituency 1

Constituency name	Mansfield
Estimate the percentage of the bid invested in this constituency	100%

#### Select the local authorities covered in the bid

##### Local Authority 1

Local authority name	Mansfield
Estimate the percentage of the bid invested in this local authority	100%

#### Sub-categories that are relevant to your investment

Select one or more regeneration sub-categories that are relevant to your investment	Commercial Civic Other Regeneration
Describe other regeneration sub-category	Town Centre Renaissance
Select one or more cultural sub-categories that are relevant to your investment	Creative Industries Heritage buildings and sites

#### Provide details of any applications made to other funding schemes for this same bid that are currently pending an outcome

We can confirm that no other applications have been made to any other funding scheme for the Mansfield Connect project.

Securing LUF investment will enable other sources of funding to be unlocked and invested in Mansfield Connect beyond the availability of potential co-funding from the partners referenced elsewhere in this submission. Notably, a commercial review has confirmed that the proposal should attract interest from

the private sector.

The delivery of Mansfield Connect will also enable funds to be generated from key tenants and partner occupiers. In addition, Mansfield District Council's current Civic Centre site and Nottinghamshire County Council's current site at Meadow House will both be released for development by the move to Mansfield Connect. The income streams from rental and service charges and the release of capital will support the development and the sustainable operation of Mansfield Connect and ultimately the delivery against LUF priorities.

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## **Provide VAT number if applicable to your organisation**

118105504

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## **Bidders are invited to outline how their bid will promote good community relations, help reduce disparities amongst different groups, or strengthen integration across the local community**

Mansfield Connect has been the subject of extensive and regular consultation and discussion with partners, stakeholders and the wider Mansfield community. It has been through detailed discussion through the Council, including the decision to purchase the former Beales store to secure the asset. The plans have also been subject to overall governance, with regular meetings to advise and support stakeholders and key sectors of the community on the plans. Ultimately, the Mansfield Place Board has secured regular engagement on the project and endorsed the submission to government

Critical to a robust engagement programme is a good understanding of all the partners and stakeholders, ensuring that we plan how they need to be involved and anticipate and review their requirements.

The Consultation Institute recommends the 'Six Tests' method for the basis of Identifying and working with key stakeholders:

- Test 1: Who is directly impacted by this decision?
- Test 2: Who is indirectly impacted?
- Test 3: Who is potentially impacted?
- Test 4: Whose help is needed to make the decision work?
- Test 5: Who knows about the subject?
- Test 6: Who will have an interest in the subject?

Taking this approach enabled us to identify a diverse range of stakeholders to engage with through a programme of activity in the build up to the anticipated launch of Round 2. The engagement focused on understanding the priorities for local stakeholders in the context of the Levelling Up Fund requirements and the wider potential for the future of Mansfield. On its launch, to ensure that people were able to participate, within ongoing COVID-19 risks, we deployed two additional Stakeholder Workshops to ensure positive relationship with all.

The following were highlighted by this engagement process; that Mansfield Connect should prioritise:

- Job creation including enterprise development
- Service transformation and improved access to services delivering to Mansfield's most vulnerable
- Enhanced opportunities available for young people
- Addressing the low business start-up rate in a town in transition
- The revitalisation of the town centre, particularly the evening economy
- Acting as a catalyst for regeneration
- Improvements to the associated public realm
- The creation of an active frontage to the high street, creating a safer and more welcoming high street

The Equality Act 2010 states that public authorities should think about the need to remove or reduce disadvantages suffered by people because of a protected characteristic; meet the needs of people with protected characteristics; and encourage people with protected characteristics to participate in public life and other activities.

There is a legal duty for Mansfield District Council to develop an Equality Impact Assessment (EQIA) to consider the implications of the priorities of this submission on the nine Protected Characteristics groups below in order to comply with the public sector equality duty.

We have taken into consideration equality issues in our decision-making and the implications of such upon the whole community, enabling the Council to:

- Understand any negative impacts on persons according to their identified protected characteristic.
- Promote equality of opportunity, ensuring the priorities and interventions support improved access and experience of Council's services for those from protected groups.
- Promote good relations between persons sharing /not sharing protected characteristics.
- Understand opportunities to develop interventions to promote a positive impact where there isn't one.

The assessment below considers the priorities of this submission and determines the likelihood of any negative/positive impacts on equality resulting from the plans.

Improvements proposed through this submission are considered to have no differential impact for protected characteristic groups, with improvement thought to benefit all community groups in an equal manner.

The investment in community and civic space and associated green infrastructure will help to foster community engagement across diverse communities and is positive for wellbeing. The intervention will impact on all sections of the community equally and is considered to have a positive impact.

Interventions that enable economic development within the project will help to tackle inequalities rather than widen the gap and are likely to have no differential impact for protected characteristic groups as they impact all sections of the community. However the impact on the commercial wellbeing of the town is deemed to be significant.

The health and well-being support offered via Mansfield Connect will reduce disparities and support the most vulnerable engage in wider society.

The project will be supported to meet Mansfield District Council's equalities duty through improving connections between education and business. The programmes of activity will raise aspirations and self-belief for all in education, supporting young people to avoid the worst-case outcome, becoming 'not in education, employment or training' (NEET).

The wider skills provision through Mansfield Connect offers a means of supporting people furthest from the labour market to progress into work, and to support people to progress in life.

Interventions associated with access to jobs and related support varies for different groups; the interventions will have positive benefits on the Council's equalities duty with regards to an emphasis on low-income groups and supporting people on low incomes address barriers to employment. The provision of appropriate support offered via Mansfield Connect will be important for social inclusion and cohesiveness.

A high level assessment determining the overall impacts of Mansfield Connect on each of the nine Protected Characteristics is as below:

Age – positive impact  
Disability – positive impact  
Gender reassignment – neutral impact  
Marriage and civil partnership – neutral impact



Pregnancy and maternity – positive impact  
Race – positive impact  
Faith or belief – neutral  
Gender – neutral / positive  
Sexual orientation – neutral

Given that this initial assessment determines Mansfield Connect performs positively, there are few measures identified for mitigation or enhancement at this stage.

Through an evidence-based approach, our bid to the Levelling-Up Fund accounts for and addresses the challenges and issues facing Mansfield and its communities, articulated elsewhere in this submission.

Once the LUF submission is approved, Mansfield District Council will conduct a further EQIA to scope and assess the implications of the project. We will align this with our work on the Towns Fund programme and our UK Shared Prosperity Fund Investment.

Our monitoring processes will also ensure data is gathered on individuals supported through the project, broken down by ethnicity, sex/gender, age, and disability to enable Public Sector Equality Duty monitoring.

The Council's Constitution is set within this context and its wider specific (and relevant) policies such as Procurement (itself having a strong social value expectations) and its Financial Regulations will all be followed to ensure openness and transparency in Mansfield Connect's development, delivery and outcomes.

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**Is the support provided by a 'public authority' and does the support constitute a financial (or in kind) contribution such as a grant, loan or guarantee?**

Yes

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**Does the support measure confer an economic advantage on one or more economic actors?**

Yes

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**Provide further information supporting your answer**

Firstly, it is confirmed that the Council, secured advice on the subsidy control responses that follow in Section 5 from Freeths LLP.

We can confirm that the occupants of the proposed facility will include several organisations, including MDC itself, the Department for Work and Pensions ("DWP"), West Notts College ("WNC"), Nottingham Trent University ("NTU"), the Council for Voluntary Services ("CVS"), the Nottingham and Notts NHS Integrated Care Board and, potentially in the future, an unknown private sector occupant of ground floor retail space.

In most cases, the organisations concerned will be paying Mansfield District Council a "market rent" and be responsible for rates on the areas for which they occupy and utility costs. As such, it is considered that the majority of these occupants will not be receiving any financial contribution. When occupants are found for the ground floor retail space, they also will pay a market rent.

The only limited exceptions are as follows:

The Council for Voluntary Service will occupy approximately 34 sqm of space at either a non-rental or below market rent arrangement. They are a Registered Charity and the support they receive over a 3 year basis will (based on an estimate of local market rents of c.£100 per sqm) would amount to c. £11,000 and accordingly well below the "de minimis" level of £315,000 of

subsidies received.

Some of the NTU space will, it is anticipated, eventually be occupied on a sub-lease/licence by potential business start-ups on an “incubator” basis on a low/no rent basis. These organisations will in all cases be SMEs and the small area of space which they are likely to individually occupy (with shared use for example of meeting / events space) will again be well below the equivalent de minimis level of £315,000 in the case of each beneficiary even over a 3 year basis, but further specific checks will be undertaken to ensure that support received from all public sector bodies over a 3 year period to each relevant organisation cannot exceed such de minimis level when such occupants eventually become known.

It is possible that WNC might franchise-out a small part of their occupied area but, again, this will be on commercial terms with no subsidy being provided.

Please note. In relation to the later responses below, Mansfield DC will NOT be granting LUF resources to any third party or parties and thus has not submitted Pro Forma 5.

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**Is the support measure specific insofar as it benefits, as a matter of law or fact, certain economic actors over others in relation to the production of certain goods or services?**

Yes

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**Provide further information supporting your answer**

Yes but only as indicated in the previous answer, ie a limited advantage will be provided to CVS/ potential end-user occupants of NTU Incubator Units. Although WNC, for example may fall to be regarded as an “economic actor” (because some of the courses they provide constitute provision of services which are in competition with other providers from the private and public sectors on a competitive basis), and although other Public Bodies such as DWP would generally qualify as provisioners of “SPEI” activities, because they will be paying a market rent for the areas that they occupy, there would be no subsidy being provided to them and therefore no specific support in the nature of a subsidy even within the SPEI notification level of 750,000 SDR/£715,000.

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**Does the support measure have the potential to cause a distortion in or harm to competition, trade or investment?**

No

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**Provide further information supporting your answer**

n/a

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**Will you be disbursing the funds as a potential subsidy to third parties?**

No

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**Has an MP given formal priority support for this bid?**

Yes

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**Full name of MP**

Ben Bradley MP

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**MP's constituency**

Mansfield

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## **Describe what engagement you have undertaken with local relevant stakeholders. How has this informed your bid and what support do you have from them?**

### Overview

Mansfield DC has undertaken wide-reaching engagement to shape the Mansfield Town Centre Mansfield Masterplan, the Mansfield Town Investment Plan under the Towns Fund, Making Mansfield – Towards 2030 and other key strategic approaches which have informed and influenced this bid.

We have also held two open workshops with local residents, businesses and other stakeholders as the LUF bid has been developed, alongside ongoing Place Board meetings (more detail below) and workshop sessions with each of the partners and potential occupiers of the building.

### Past Engagement

Stakeholder engagement to support the Towns Fund “Town Investment Plan” highlighted a desire to bring the District Council and its partners to the town centre, to co-locate, creating a ‘critical mass’ of service delivery, impacting positively on town centre businesses, increasing footfall and improving its vibrancy. Engagement also showed that there was significant community concern about empty buildings and the look, feel and image of the town centre.

The Council's Plan, “Making Mansfield – Towards 2030” was informed by community and stakeholder engagement and includes a priority to improve the town centre experience for residents, visitors and businesses alike.

Mansfield Connect has been designed to address all of these core challenges.

### Ongoing Engagement

The ‘Making Mansfield Place Board’ brings together key strategic partners from across the Mansfield area. Facilitated and co-ordinated by the District Council, its members include the MP, Nottingham and Nottinghamshire Integrated Care Board, DWP, Mansfield Business Improvement District, Nottinghamshire County Council, Mansfield Community and Voluntary Service, Nottingham Trent University and Vision West Notts College, alongside private sector partners. The Board is chaired by Andrew Cropley, the Principal of West Notts College and has been a vital mechanism for engaging relevant local stakeholders in the future of Mansfield.

While established initially to develop and oversee the successful Towns Fund and Town Investment Plan, the Board is now developing its Forward Plan to ensure the partners collectively respond to the challenges facing and the opportunities open to Mansfield. Many of the Board partners are looking to co-locate or drive services from within the Mansfield Connect building.

The Board is also seeking to explore and progress all future funding opportunities to deliver against the overarching vision for Mansfield. It is an important mechanism for engagement and ensures that the perspectives and aspirations of key public, private and third sector partners inform decision making. It has been to date and will be in the future a key vehicle for informing the strategic development of a successful LUF submission.

### Specific LUF Engagement Activities

The development of this bid was supported by two stakeholder workshops over the course of a month, attended by representatives from the public, private and third sector, including organisations and partners that work with local people, communities and businesses across Mansfield. These sessions acted as a check and challenge opportunity, enabling stakeholders to shape the Mansfield Connect approach.

## Has your proposal faced any opposition?

The themes of this submission - Town Centre Vitality, Wellbeing & Community and Public Service Transformation - that underpin this project were identified through a process of extensive data and evidence gathering and were tested, challenged and refined through our engagement process.

Whilst support is widespread, inevitably some choices have had to be made in order to provide a coherent approach to the activities and occupiers of the building. Some residents have different priorities within the town centre that they would like to see addressed. There has also been some frustration at the amount of time between engagement and project delivery and a natural desire to see change happening on the ground. It is fair to say that such issues are at the margins and partners have remained engaged and retained a strong and positive interest and expectations of the project over the long term.

Overall, by using a range of engagement tools and a collaborative working approach, we have worked hard to address any competing agendas and respond as comprehensively as possible to all issues, opportunities and demands raised. We are pleased with the level of support and buy-in we have seen from local stakeholders.

Ongoing engagement with groups, businesses and residents will help to ensure that the building design and operation continues to respond to these community concerns in a robust and effective way.

A communications plan is being developed to ensure strong and continued engagement subject to the success of the LUF application.

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## Do you have statutory responsibility for the delivery of all aspects of the bid?

Yes

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## Provide evidence of the local challenges / barriers to growth and context that the bid is seeking to respond to

Mansfield Connect responds directly to three core areas of challenge:

1. Weaknesses in town centre vitality and the structure and performance of the economy:

- Mansfield has a relatively small and low value economy, with a GVA per job of £38,900, levels of productivity being significantly below the LEP average (£48,200 per job).
- This partly reflects weaknesses in the town's economy, with activity dominated by declining retail activities, and relatively low levels of office-based employment (retail LQ for Mansfield is just 1.6 whilst office-based activities is just 0.82).
- Longstanding vacancies and a lack of high-quality retail, leisure and a night time offer. The vacancy rate in the town is 19%, compared to 15.7% UK. Since 2019, retail floorspace has declined by 5%.
- 57% of Lower layer Super Output Areas in the town are in the top 20% nationally deprived in living environment quality whilst 100% of LSOAs are in the top 20% nationally in terms of crime.
- Commercial values are low, with rent averaging circa £100-£130 per sqm and £160-£214 per sqm for office and retail spaces respectively.
- Despite the above, footfall in Mansfield has demonstrated some resilience post pandemic. Importantly this demonstrates ongoing demand which is

underpinned by a strong local catchment and Mansfield's strategic position within the sub-region.

## 2. Weaknesses in community wellbeing:

- Mansfield is ranked the 10th worst area for social mobility and opportunities nationally.
- It is in the top 20% most deprived districts nationally.
- There is a lack of higher value and aspirational career opportunities:
  - \* Many jobs in Mansfield are low skilled and 43% of residents are in "low wage" industries; gross weekly earnings are £453.20, lower than the UK average of £571.10;
  - \* Low level of enterprise – 35.1 business start-ups per 10,000 of the population, compared to UK average of 53.3;
- Low educational and skill attainment:
  - \* Residents are lower skilled than the England averages, making it harder for businesses to recruit locally.
  - \* Just 30.1% of Mansfield's population is achieving NVQ Level 4 or above compared to England average 36%.
  - \* Retaining young people and attracting graduates to the town is problematic. The largest age band in Mansfield is 50-54 compared to the largest age band for England being 30-34.
- Poor health outcomes:
  - \* Life expectancy is lower than the England average for both males and females;
  - \* There are high levels of alcohol, smoking and substance abuse and nutrition levels are poor.

## 3. Challenges in service delivery:

- The partners face a number of fundamental challenges, including rising demand for services, changing expectations in delivery, an ageing population, the rapid rise of new technologies, and large scale shifts within our local economy;
  - The public sector faces a significant squeeze on its sources of income and returns on investments, with significant uncertainty over the extent to which these will return to pre-Covid-19 levels;
  - The challenge of integrating services to meet the complex needs and multi-layered challenges across the Mansfield area.
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## **Explain why Government investment is needed (what is the market failure)**

Mansfield Connect has three key areas of focus which underpin the market failure rationale on which the project is built:

1. The asset, given its scale, size and level of dilapidation, will not be re-activated by the private market. More broadly, the vitality of Mansfield town centre is constrained by a deficit in private sector investment;
2. It is focused on delivering a range of community and social outcomes that the market is currently failing to provide for Mansfield residents;
3. It is focused on improving the coordination and hence effectiveness of public services, information and support to Mansfield residents.

Mansfield Town Centre is facing a number of structural challenges which are impacting negatively on its ability to respond to the needs of local residents.

Sitting at the heart of the town centre, the former Beales department store represents a major challenge. An important heritage asset, which has been a focal point for town centre retail for much of the last century, the building is of psychological importance to the town's identity. However, the building has now stood vacant for 2.5 years, is in a poor and deteriorating state of repair and from an accommodation perspective is highly unsuited to market demand (confirmed by an independent market valuation). In this context, there is no prospect of the building being brought back into use by the private sector. At

c.14,800sqm and located at the gateway to the town centre, the use and future of the building has had a significant impact on the surrounding areas, becoming an eyesore and a symbol of decline.

Mansfield District Council has purchased the building to respond to this market failure and to give the building a new lease of life. Further public investment is now needed to unlock the building's full potential, providing space for a wide range of vital public services; for accessible and affordable start-up growth; for local enterprise and an offer for training and education opportunities and for community action. These opportunities could not exist without public intervention and the availability of Levelling Up funding.

Public ownership also provides opportunities to deliver wider public good such as new and improved public realm and a new confidence in the townscape. These interventions will deliver direct additional benefits, drawing new footfall and interest into Mansfield town centre. Interventions will deliver a number of wider externalities, generating a greater impact and supporting sustainable positive change. These include:

- negative externalities (relating to the adverse environmental impacts of either knocking down an asset of this size, or failing to improve its operational environmental credentials); and
- positive externalities (unlocking new private investment, market interest and investment into Mansfield town centre).

More broadly, Mansfield Connect will respond to service co-ordination challenges by bringing key civic institutions together under one roof, directly improving and extending the breadth of essential services available to residents. The intervention will directly improve access to information providing a centralised and coherent hub and touchpoint for all Mansfield residents.

In doing so, there is a strong focus on equity (distributional outcomes), with a particular focus on improving the distribution of market outcomes between more and less prosperous residents (vertical equity), ensuring that residents have equal access to services / essential needs (horizontal equity) and ensuring that the outcomes for future generations are not undermined by the activities of the present.

In summary, the project presents a coordinated response which will address multiple long standing market failures and in doing so will transform outcomes for local residents and help to stimulate new private sector interest and investment into the town.

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## **Explain what you are proposing to invest in and why the proposed interventions in the bid will address those challenges and barriers**

The three core delivery strands are summarised below.

- The Beales building is of psycho-geographical and townscape importance to Mansfield, having been at the heart of commercial life for much of the past century. Re-purposing the building will help energise and re-activate the town centre.
- Mansfield Connect will maximise the catalytic impact on neighbouring opportunity sites across the wider town centre.
- The central location is essential from a public service perspective, helping to bring essential services and new opportunities within easier reach for a larger number of residents. The importance of location is established in policy terms within our Town Centre Masterplan.

### **1. Connecting Place**

Delivery Strand:

Capital investment to bring the landmark Beales building back into use, transform its contribution to the street scene and re-activate an

underperforming part of the town centre.

This will include:

- Necessary structural works to facades and roof;
- Demolition of more recent building extensions to the rear;
- M&E upgrades in line with sustainable objectives;
- Additional energy efficiency measures, such as new glazing, insulation and green roofing;
- Delivery of circa 0.5 acres of new public realm around the building, incorporating features which will improve the town centre's flood resilience.

How Challenges Are Addressed:

- Reactivating a delapidated and disused landmark asset which is currently acting as a blight on the town centre;
- Delivery of much needed capital investment to improve the quality of the street scene and public realm;
- Working in partnership with Severn Trent via the wider Green Recovery programme the project will embed a number of exemplar sustainability features which will enhance the environmental and flood resilience of the wider town centre.

Evidence:

- Structural use, environment and perception challenges facing the vitality of town centre performance.
- Significant blight associated with dilapidation of key town centre landmark.
- Flood resilience challenges.

## 2. Connecting Communities

Delivery Strand:

Fit out and activation of a new hub for education, enterprise, health and civic participation, providing a new focal point for the Mansfield community. Around 6,400 sqm of space will be fitted out for these activities providing:

- c.2,500 sqm shared space for civic and community uses
- c.1,200 sqm education and training space
- c.2,500 sqm for incubation, innovation and enterprise activities
- c. 200 sqm for healthcare activities.

How Challenges Are Addressed:

The project will deliver a significant new hub for West Nottinghamshire College and Nottingham Trent University to support enterprise and education in the heart of the town centre.

From an education perspective, Mansfield Connect will accommodate c.300 learners (plus a further c.250 part time adult learners) across a range of vocational activities including hospitality and hair and beauty.

The enterprise offer will provide a new incubation space in Mansfield, providing a supportive environment for students taking the first steps in enterprise whilst also supporting innovation and incubation of emerging talent.

The health offer will provide a consolidated town centre hub for primary care networks (PCNs) connected to GP services and a midwifery service for less technical consultations, to bring these services into a single accessible location.

Taken together these spaces will support c.320 jobs on-site, with potential for significant student (500 learners) and community user footfall on top of this. This will, provide a significant boost to town centre footfall – generating additional spend in neighbouring businesses, and improving the attractiveness of the town centre to new investment

Evidence:

- Low skills levels
- Deficit in quality of enterprise and employment opportunities.
- Significant health challenges.
- High levels of deprivation and inequality

## 3. Connecting Services



## Delivery Strand:

The fit out and activation of a new public sector hub within Beales, comprising c.5,400sqm of desk space targeted at enabling closer co-working and collaboration between partners and enhance citizen access to key services and democracy.

## How Challenges Are Addressed:

Mansfield Connect will accommodate a number of public sector tenants, including Mansfield District Council, Nottinghamshire County Council, and the Department for Work and Pensions. The potential for enhanced collaboration between these organisations is well established, and will enable both closer strategic working, alongside more practical operational efficiencies.

This space will accommodate a further c. 390 jobs and significant footfall from residents accessing public sector services (estimated at over 500 customers per day). Again, this will provide a significant boost to town centre footfall, directly strengthening demand and surrounding land value.

## Evidence:

- A need to improve the efficiency of public service delivery in response to rising demand for services, technological and demographic changes and financial constraints.
- Weaknesses in current accessibility and coordination of key public services in Mansfield.

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## Upload Option Assessment report (optional)

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## How will you deliver the outputs and confirm how results are likely to flow from the interventions?

Mansfield Connect is an outcomes-driven project, specifically designed to directly deliver against our overarching aspirations for Mansfield as set out within our 'Making Mansfield' Corporate Plan and our new town centre masterplan.

Our Theory of Change includes further detail, as provided in the Appendix "Project Vision and Delivery Plan" and as uploaded separately below.

## Ultimate Goal

Mansfield Connect has been designed to deliver directly against our long-term vision for the district as "an ambitious, vibrant and confident place". Mansfield District Council has identified four overarching areas of delivery focus to support this vision:

- strengthening aspiration;
- delivering growth;
- improving wellbeing;
- improving places.

## Challenges

The above vision has been established in direct response to the significant social, economic and environmental challenges which face Mansfield, detailed elsewhere.

## Inputs and Outputs

LUF funding of £20m and public match of £5.745M will enable the transformation of a long vacant landmark asset at the heart of Mansfield Town Centre.

Funding will enable the complete renovation and activation of the building, across three delivery strands:

- Connecting place: restoring the physical fabric of the building and transforming its contribution to the street scene
- Connecting communities: fit out of c.6,300sqm of space for enterprise,



education, health and community

- Connecting services: fit out of c.5,400sqm of space for public service co-working, collaboration and delivery.

#### Wider Influences and Drivers

Delivery will complement a wider programme of activity across the council and also responds to a range of broader macro influences such as ongoing recovery from the pandemic.

#### Outcomes

Mansfield Connect will deliver a number of outcomes, including:

-Connecting Place: The project will directly transform local footfall levels and spend with c.800 workers plus potential for significant additional footfall from learners (c.500 learners) and service users (c. 500 customers per day). Combined, these effects will help to enhance perceptions of the town centre and catalyse commercial and residential investment in a number of nearby opportunity sites.

-Connecting communities: Creation of new and more diverse employment and enterprise opportunities, with onsite capacity for c.320 onsite jobs in education, enterprise and social spaces, and up to 500 learners per annum; positive health outcomes for local residents linked to better access to healthcare.

-Connecting services: public service leadership & transformation. The project will provide residents with stronger & more responsive access to the support they need, while also enhancing the operational resilience of public sector partners.

#### Impacts

Longer term, the project will contribute to delivery of a number of impacts which will play a crucial role to play in delivering against the long- term goal being targeted for Mansfield. These include:

-Helping to re-position Mansfield as a more diverse and successful town centre which provides access to social, civic & economic essentials;

-Helping to ensure Mansfield town centre provides a wider and better quality range of opportunities for employment and enterprise;

-Helping to improve the extent to which Mansfield town centre is accessible, green, resilient and attractive;

Helping to improve Mansfield residents' sense of pride in their town and their overall prosperity and wellbeing.

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#### Theory of change upload (optional)

Mansfield Connect - Theory of Change.pdf

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## Set out how other public and private funding will be leveraged as part of the intervention

A number of funding routes and sources are available to Mansfield District Council which will be effectively leveraged to deliver Mansfield Connect; some of which will be confirmed in the short-term and some of which will emerge as the project progresses and negotiations are concluded.

As applicant, Mansfield District Council is itself committed to the project, resourcing the purchase of the building in advance of the submission. The Council is looking to commit additional capital from the disposal of its current headquarters at the Civic Centre alongside other capital investment. The value of this contribution is circa £2.4m.

In the shorter-term, a key focus for Mansfield DC and partners will be to structure and secure the following indicative funding:

Nottinghamshire County Council – proposal to invest in the project via the purchase of a long lease for circa c.2,500 sqm of space that they will occupy for the long term. Estimated value of circa £2.5m. Nottinghamshire CC has confirmed it will continue to work with Mansfield DC as a core partners to achieve this funding. A letter of support has been signed to this effect, and they have signed the Memorandum of Understanding.

Severn Trent – funding available for rainwater mitigation measures such as

rain gardens and green roofs, with the aim of diverting / delaying water from the main sewage network at times of heavy rainfall. They are interested in taking a long lease over the public realm element of the Mansfield Connect project and they will provide the capital and maintain a rain garden, permeable paving and grey water storage solutions for the length of the lease. The capital contribution is expected to be circa £800,000. Severn Trent has also indicated support and signed the Memorandum of Understanding.

Further funding that will emerge as the project progresses includes:

- The potential for partners to contribute fit out costs is (and will continue to be) an active consideration amongst partners all committed to the project, and will be further explored as part of the development and delivery of the project.
- Tenant income will be used to cover the ongoing operational, maintenance and void costs for which MDC will be responsible as freeholder.

As set out elsewhere in this proposal, delivering Mansfield Connect will see a continuation of the partnered, collaborative working arrangements that have brought the project forward thus far as well as a signed Memorandum of Understanding, together with a robust Delivery Plan to guide further collaboration.

Progressing and delivering the financial strategy for delivering Mansfield Connect will be a key consideration of delivery; flexibilities around phasing and occupancy, underpinned by strong stakeholder interest and market-led demand for space will ensure that Mansfield Connect's operational phase will be successful beyond the capital works phase.

The Project Workbook included with this submission confirms the match to be drawn to support the delivery of this project.

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## **Explain how your bid aligns to and supports relevant local strategies and local objectives for investment, improving infrastructure and levelling up**

Mansfield Connect aligns with the following local strategies:

**Making Mansfield: Towards 2030.** Towards 2030 sets out our strategic direction and vision for the future with a focus on securing inclusive economic growth. We want Mansfield to be prosperous and for that prosperity to benefit our communities by reducing inequalities, improving health and well-being and creating new opportunities with wider-reaching social and economic benefits. This includes the preservation and enhancement of physical assets, and the improvement of the town centre experience for residents, visitors and businesses.

**Mansfield Town Centre Masterplan 2022.** The proposal is guided by the Masterplan's vision of the Beales building as a centralised multi service, multi-use hub, with space for council staff and other services and providers. The Masterplan notes that this will act as an anchor for new office development and provide footfall for business. Key recommendations for the building are the improvement of frontages, removal of the two bridges connecting to the Four Seasons Shopping Centre, improving the character of the street, and providing better quality routes into the town centre.

Other relevant priorities within the Masterplan addressed by the proposal include making Mansfield a place for innovation and education, celebrating, and repairing the historic fabric, and uniting the town centre with its neighbourhoods.

More recently, the Council secured support through a Government Pathfinder to develop a Design Code for the town centre, setting development standards and parameters for inter-site connectivity and the quality of the public realm. Mansfield Connect will be developed in close alignment with this Code.

**Mansfield District Local Plan 2013-2033.** The proposal responds to a number of ambitions set out within our Local Plan. The Local Plan is the development

plan for Mansfield district and guides future development. It sets our vision for heritage assets and their settings to be conserved and enhanced, maintaining their contributions to creating a sense of place and delivering regeneration. Other relevant visions include Mansfield having a range of employment sites and supporting infrastructure to enable local businesses to grow, and a town centre which is a vibrant place to work, shop and play.

Further objectives include promoting the regeneration of existing buildings, strengthening the local economy through bringing forward a range of employment sites, conserving and enhancing the character and diversity of the district's historic and cultural heritage assets, and safeguarding and enhancing the vitality and viability of the town in ways that meet consumers' needs and attract new and varied activity, footfall and vibrancy.

Mansfield Town Investment Plan. Mansfield Connect is a key project for the town and wider district, complementing the ambitions set out in our successful Towns Fund Town Investment Plan. Supported by the Government, our Investment Plan recognises that Mansfield faces significant challenges and the projects supported through the Towns Fund will address social mobility, health inequalities, constraining infrastructure, town centre decline and low educational attainment. The COVID-19 pandemic has compounded these challenges and a levelling-up is required. Mansfield Connect will deliver clear and tangible impacts against these challenges, fully aligned with the Investment Plan.

This partnered approach has and will continue to be a constant, both with the mix of services and occupiers that Mansfield Connect will support and also within our ongoing approach to developing and delivering the project once LUF funding is secured.

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## **Explain how the bid aligns to and supports the UK Government policy objectives**

In shaping our proposal, we were guided by the policy and strategic directions of government at a national level. There are a number of national strategic priorities that are directly linked to our aspiration to bring vitality back to our town centre and addressing the challenges impacting on the lives of our citizens.

Key strategies and policies that Mansfield Connect will align with and help deliver include:

DLUHC (2022): Levelling Up: realising the success of the whole country and the potential of every place and every person across the UK.

Mansfield has a long and varied history. Today it faces significant economic challenges as recognised by its Priority 1 status within the LUF criteria. It is home to low paid jobs; residents have low skill and qualification levels and there is a lack of access to aspirational career opportunities. This proposal aims to tackle these challenges both directly and indirectly by working with a range of partners to deliver the opportunities Mansfield needs, from education to health, from job search and skills support through to enterprise provision. Mansfield Connect will see a renaissance of the town centre and enable access to a range of co-ordinated services for the benefit of communities and the local economy.

HM Government (2020): The Ten Point Plan for a Green Industrial Revolution: a systems approach to meet the country's target of net zero by 2050.

This proposal identifies an opportunity for the re-use and adaptation of the existing Beales building. This has the dual benefit of reduced environmental impact and embodied carbon of development, as well as preserving and strengthening the existing local economy in retained spaces.

Linked design interventions as part of the redevelopment, including water and energy management services and wider urban greening initiatives will further support the drive towards environmental resilience and net zero.

The proposal will provide public services in a central hub in Mansfield town centre which is easily accessible from the main train and bus stations. This will remove the need for car journeys to access services, and reduce the number of journeys users need to make.

HM Treasury (2021): Building Back Better: Our plan for Growth: confronting the challenges created by COVID-19 to see social, economic and cultural regeneration.

This bid's objectives are closely aligned to the government's strategic objectives to build back better, supporting strong, healthy and active communities and accelerating our path to net zero. The creation of new, much needed, community space will provide opportunities for local events and activities, for which there is healthy demand, particularly from minority and disadvantaged groups. Affordable spaces for education and skills development will provide access to aspirational career pathways and will attract more people to the town centre, radiating benefits out to the broader economy. An open and active high street frontage, replacing the vacant block, will re-vitalise the town centre, creating a more attractive and welcoming atmosphere, further driving footfall and supporting the wider town centre economy.

HM Treasury (2020): Plan for jobs: driving local growth and jobs through regeneration of key local sites and investment to improve transport.

The proposal includes the provision of high-quality spaces both for enterprise training and to attract new businesses, driving a stronger and more varied day and night-time economy which will generate higher paying jobs. Working with educational partners to provide new training and skills space within the town centre will also attract a significant number of new students to the area, extending benefits out to businesses in the wider area.

HM Treasury (2020): National Infrastructure Strategy: championing greener investment and projects that bring communities together.

This proposal champions refurbishment over ground-up development, supporting the country's drive towards Net Zero. It also modernises and consolidates vital public services, making them more accessible to the public. Improved public realm and wayfinding linking to and from the building creates an infrastructure that will support active travel, whilst this new, exciting development will support a more vibrant town centre which can in turn promote further private investment to drive Levelling up outcomes.

MHCLG / DLUHC (2020): Revitalisation of the High Street: practical action that local government, business groups and communities can take to help the high street.

This proposal will restore a sense of community, local pride and belonging in Mansfield. It will transform an un-used heritage asset in the town centre into a vibrant hub, restoring pride in the town centre and becoming a place which brings residents together, stimulating additional footfall and private sector growth in the town. Spaces available for community use support stronger communities and cultural development.

MHCLG (2020): Planning for the Future: creating beautiful, sustainable places - embedding the principles of good design and place-making.

This proposal takes a sensitive approach to a locally significant heritage asset, redeveloping it to create a more attractive, accessible and re-purposed building, whilst respecting and preserving important heritage features. An active frontage will contribute to the creation of a vibrant high street that people want to spend time in, whilst urban greening and wayfinding will be fundamentally important to the plans for the building.

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## Alignment and support for existing investments

**Where applicable explain how the bid complements or**

Mansfield Connect forms a key part of the Council's Masterplan and a number of sites and related developments are being progressed across the town which

**aligns to and supports  
existing and/or planned  
investments in the same  
locality**

fully complement the vision for this Levelling Up Fund submission.

Mansfield is the recipient of Towns Fund support, having secured £12.33M of government funding towards a series of projects that benefit the district and a number which are town centre focused. Brought forward through the Town Investment Plan, of specific relevance to this submission are:

The Future Technology Skills Exchange. The Skills Exchange is led by Vision West Notts College (VWNC), working in tandem with Nottingham Trent University (NTU). Supported via the Towns Fund, the £8.87M project will provide new teaching space to grow the delivery of Level 3 qualifications with a STEM focus, supporting local labour market needs. VWNC and NTU are partners in Mansfield Connect which will provide space for entrepreneurial development and business growth.

SMART Mansfield. Funded through the Towns Fund at £1M of investment, the SMART Mansfield project will see the design and implement a LoRaWAN (Long Range Wide Area Network) across the district that enables a variety of smart technologies to be installed and connected that improve living, working and visiting Mansfield, as well as contributing to economic growth. While district-wide, the possibilities for use within the town centre in particular are many. The LoRaWAN will bring efficiency gains and increased operational benefits for all partners not least the public sector. It will also support a better understanding and efficient management of the town centre through traffic, congestion, clean air, people-flow and waste management – a SMART approach. It will be available for business start-up and SMEs to utilise to develop and offer new products and services. The Mansfield Connect building itself will offer SMART solutions to utility management.

Urban Greening. A series of town centre improvements are being pursued through the Towns Fund, with the support of the Severn Trent Green Recovery Programme. These sites are adjacent or close by the Mansfield Connect project, comprising pocket parks, enhanced lighting schemes, improved walkways and a memorial garden.

A range of other programmes are impacting on the town centre, co-ordinated through strong partnership engagement and close collaborative approaches, summarised as follows:

Mansfield Severn Trent Green Recovery Programme. Severn Trent is committing £76M of investment to the district, in a first of its kind approach to sustainably manage surface water and using a nature-based approach to reduce flood risk. It is anticipated that at least 10% of this investment will be facilitated into schemes within the town centre, separate too or combined with other projects and programmes. The Green Recovery programme will see investment in the Mansfield Connect project to support the building's refurbishment and within its curtilage to ensure its setting within an enhanced townscape.

The Townscape Heritage Programme. Adjacent to Mansfield Connect is the town's historic Market Place and the linked pedestrianised streets. The town centre and some of the key buildings within the area will be benefiting from investment in the architecturally important fabric of the town, aligned with the proposed improvements to Mansfield Connect.

Private Sector Investment. Despite a difficult period throughout and post-pandemic, there are signs that Mansfield town centre is of interest to the private sector. However, overall, confidence and market-led investment remains weak and Mansfield Connect will undoubtedly prove to be a positive stimulus.

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## **Confirm which Levelling Up White Paper Missions your project contributes to**

**Select Levelling Up White  
Paper Missions (p.120-21)**

Education  
Skills  
Health  
Wellbeing



**Write a short sentence to demonstrate how your bid contributes to the Mission(s)**

Education: West Nottinghamshire College and Nottingham Trent University will provide fundamentally important new education space for their students, and enterprise space where new business ideas and approaches can be tried and tested.

Skills: Linked to the above, the spaces provided by West Nottinghamshire College and Nottingham Trent University will enable students to develop a broader and stronger set of skills over their time in education, ultimately improving their labour market outcomes

Health: Co-locating health services, including pharmaceutical services; maternity services and General Practice services in the town centre within close proximity to extensive transport links will improve accessibility, particularly for Mansfield's most vulnerable residents. Co-location will also enable better collaboration and communication between services, improving services provided. The building, on a more general level, will encourage active travel further improving health in the community.

Wellbeing: In addition to the above, the building will create a safer and more welcoming environment (active frontages; urban greening wayfinding; a more activate and lively atmosphere) in the town centre that everyone, no matter their age or background, will feel more comfortable spending time in, improving wellbeing.

Pride in Place: Active frontages, a more active evening economy and a busier local environment will reduce crime levels, whilst an open and appealing building along with improved public realm will support more positive feelings towards the town centre after a long-period of vacancy and dilapidation.

Local Leadership: Mansfield Connect is testimony to the positive and inclusive leadership of Mansfield District Council, working closely with its partners involved in the bid and those on the wider Place Board. It has worked hard to ensure partners are engaged from across all sectors; established positive communication and engagement routes and involved the partners in the development of the project. It will continue to do so through new governance arrangements established prior to and after the award of funding.

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**Provide up to date evidence to demonstrate the scale and significance of local problems and issues**

Mansfield Connect has been designed to respond directly to the significant challenges and barriers to the quality and performance of Mansfield Town Centre and the prosperity and wellbeing of Mansfield residents identified in this submission.

The key challenges are summarised below.

1. Connecting place: capital investment to bring the landmark Beales building back into use, transform its contribution to the street scene and re-activate an underperforming part of the town centre.

Mansfield Town Centre is characterised by a number of long-standing vacancies and a lack of high-quality retail and leisure offer; these challenges are compounded by closure or downsizing of anchor retailers as a result of the pandemic. The vacancy rate in the town centre over the pandemic in June 2021 was over 19%.

Overall, the town centre suffers from a lack of diversity (dominated by traditional high street retail uses, and with limited office, leisure and civic space) and weaknesses in the amount and quality of public space. This has an adverse impact on the diversity, strength and flow of footfall and spend in the town centre. All LSOAs are in 2 worst-performing decile with quality of retail environment measured by access to fast food outlets, pubs, off-licences, tobacconists and gambling outlets.

Partly reflecting the above, levels of external investment in the town are low: while the Town Centre Masterplan identifies numerous key opportunity sites (including Beales) weaknesses in investor confidence in the town and low land values frequently make new opportunities unviable, constraining delivery.

2. Connecting communities: fit out and activation of a new hub for education, enterprise, health and civic participation within Beales, providing a new focal point for the Mansfield community.

The social challenges facing Mansfield are stark. This district is ranked the 10th worst area for social mobility and opportunities in the entire country and in the 20% of the most deprived districts in the country.

There is a particular challenge around a lack of higher value and aspirational career opportunities: levels of productivity are 20% the wider LEP average. Many jobs in Mansfield are low skilled and 43% of residents are in “low wage” industries; this is compounded by a relatively low number of private sector jobs and low level of enterprise (35% below the national average).

The town is also characterised by relatively low educational and skill attainment. Residents are lower skilled than England and East Midlands averages, making it harder for businesses to recruit and grow locally, while there are also challenges retaining young people and attracting graduates to the town.

Poor health outcomes are also a significant area of challenge. Life expectancy is lower than the England average for males and females (77.8 v 79.5 & 81.3 v 83.1), and there are high levels of alcohol, smoking and substance abuse, while nutrition levels are poor and levels of obesity are high.

3. Connecting services: fit out and activation of a new public sector hub targeted at enabling closer co-working and collaboration between partners and enhancing citizen access to key services and democracy.

Mansfield District Council is facing a number of fundamental challenges including rising demand for services, changing expectations of government in delivery, an ageing population, the rapid rise of new technologies, large scale shifts within the local economy, and a significant squeeze on its sources of income.

Transformation in how the council operates and how and where it provides its services is required to respond to these challenges.

Strengthening existing partnerships through shared spaces and joined up services with key service delivery partners such as Nottinghamshire County Council, DWP and the NHS is of central importance to provide to improve the quality and accessibility resident services and overall democracy and accountability.

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## **Demonstrate the quality assurance of data analysis and evidence for explaining the scale and significance of local problems and issues**

Mansfield Connect builds on a detailed evidence base on the needs of Mansfield and its residents. The starting point has been a number of comprehensive baseline studies undertaken in recent years:

1. A place-based appraisal undertaken in 2021 as part of the Mansfield Town Centre Masterplan, led by Allies and Morrison
2. Detailed evidence developed to underpin Mansfield's Town Investment Plan over the course of 2019-2021. Where necessary, additional research has been undertaken to supplement this. ‘Cross-cutting’ evidence includes:
3. Local primary research: wide reaching engagement to shape the Mansfield Town Centre Masterplan, Making Mansfield the Mansfield Town Investment Plan, and other key strategic approaches.
4. National data: all data is sourced from latest ONS national statistics releases – including the 2019 IMD, ONS wellbeing estimates (annual), DWP

estimates of income, DWP data on claimant rates monthly), and BRES and UK Business Count data regarding the structure of the economy. ONS's sub-national data explorer has also been used to help understand Mansfield's position from a levelling up benchmarking perspective.

5. Mansfield District Council has been allocated £2,955,023 under the UK Shared Prosperity Fund. The Council's Investment Plan, to be submitted under a similar timeframe as this submission, reflects on the challenges facing and opportunities open to the Council and its partners. There is a healthy synergy to the evidence base, aligned too with a briefing prepared for the visit in May 2022 of the government's Levelling-Up Taskforce.

More bespoke evidence relating to the three specific delivery strands includes:

1. Connecting place: capital investment to bring the Beales building back into use and transform its contribution to the street scene

The latest data on town centre vitality is accessed via:

- Evidence collected by Mansfield District Council on current performance of the high street from a vacancy and footfall perspective
- A market report from local commercial agents on local demand and values for different types of commercial space
- The town centre evidence base is supplemented by evidence from VOA on the amount of rateable space by category, and from Companies House and ONS (BRES and UK Business Count) on the number and sector of jobs and businesses in the town centres.

2. Connecting communities: fit out and activation of a new hub for education, enterprise, health and civic participation

The overarching case for investment to enhance community wellbeing is underpinned by our understanding of community prosperity and inequality via the data sources set out above. More specific evidence on the different types of use proposed includes:

- Bespoke research by Nottingham Trent University on the current deficit in lower threshold enterprise space in Mansfield – and the need for a stronger support offer to support incubation, scale up and innovation
- Bespoke research and modelling by West Nottinghamshire College on the need for new and improved education facilities, and the number of learners and training outcomes that could be facilitated
- Bespoke modelling by NHS on the need for new healthcare facilities in Mansfield Town Centre.

3. Connecting services: fit out and activation of a new hub for public service delivery

The case for a transformed approach to public service delivery is informed by a number of evidence sources:

- Council internal data regarding current financial and operational requirements – with a focus on revenue income, changing patterns of staff working post pandemic and the way in which residents access public facing services
- Bespoke insight on the needs and requirements of different future tenants, including Nottinghamshire County Council, DWP, Nottingham Trent University, West Nottinghamshire College, the CVS and NHS. This has been developed via a programme of Mansfield Connect User Group workshops, and via one-to-one engagement.

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## **Demonstrate that the data and evidence supplied is appropriate to the area of influence of the interventions**

All data is appropriate to the intervention area, with secondary datasets being used as a starting point and local data and insight (e.g. information from engagement) being layered on top of this.

Supporting all three delivery strands is cross-cutting intelligence on resident wellbeing, prosperity and inequality. In many instances, Mansfield District is an



appropriate geography to look at as this captures the catchment of Mansfield Town Centre, and also the public sector service delivery catchment. However, where statistical data is available at a sub-district level (e.g. wards or LSOAs), we have also explored data for a tighter Mansfield Town Centre area – this includes information on deprivation, benefits claimants and health inequalities.

More bespoke locally focused data includes:

Connecting Place: a bespoke report from Collier's has provided insight on market performance in Mansfield Town Centre, and focusing in on the area around Beales. ONS information from UK Business Count and BRES also allows a local (LSOA) understanding of the profile of the local economy.

Connecting Communities: demand for education, enterprise and health space is underpinned by evidence from key partners (e.g. West Notts College, Nottingham Trent University and the NHS) regarding local demand; this evidence is specific to Mansfield Town Centre and reflects their existing operation presence and footprint.

Connecting Services: demand for space for public sector partners (Mansfield DC, Nottinghamshire CC and DWP) is driven by organisational modelling on space needs and operational service delivery requirements; this has modelled based on their bespoke understanding of locational requirements relating to Mansfield Town Centre.

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## **Provide analysis and evidence to demonstrate how the proposal will address existing or anticipated future problems**

While Mansfield Connect has been designed as a coordinated project, its three areas of intervention will deliver differentiated impacts that respond to the problems faced. These interventions have been designed from the bottom up using a theory of change approach which demonstrates how each intervention will respond to specific challenges, and contributes towards the overarching goal via a series of short- and longer-term outcomes. Please refer to our earlier response on our Theory of Change with the full diagram also provided in the attached Project Vision and Delivery Plan.

Delivery Strand: 1. Connecting place - capital investment to bring the former Beales building back into use and transform its contribution to the street scene.

Challenge: Weaknesses in high street vitality adversely impacting on the quality and diversity of the offer for local residents.

There is significant headroom for uplift in performance of the town centre, with issues of longstanding vacancies and weaknesses in the diversity of the offer.

Solution: Substantial capital works to refurbish the fabric of the Beales building and its curtilage, to bring it back into use and transform its contribution to the town centre street scene.

Investment will deliver:

- Necessary structural works to facades and roof.
- Demolition of more recent building extensions to the rear.
- M&E upgrades in line with sustainable objectives.
- Additional energy efficiency measures, such as new glazing, insulation and green roofs.
- Delivery of circa 0.5 acres of new public realm around the building, incorporating features which will improve town centre flood resilience.

Effect: The investments will directly increase and sustain footfall across Mansfield town centre – both as a result of activities within the building and the new public realm and improved street scene which will improve perception and safety and increasing dwell time.

From a footfall perspective, the currently vacant building will accommodate c.710 jobs on-site, c.500 learners and significant additional footfall relating to public services (c.500 customers per day).

This will result in increased levels of visitor expenditure, directly strengthening demand for a broad and diverse range of essential high street services and amenities.

The interventions will also directly improve the flood resilience of the town centre by boosting delivery of the wider Mansfield Green Recovery programme.

Ultimately, the investments will help to improve the reputation and perception of Mansfield town centre and enhance the confidence of private sector investors. There are a number of opportunity sites which could directly benefit from activation of Beales. These include (but are not limited to):

- The Four Seasons shopping centre which has high levels of vacancy and which could accommodate spill-over activity from Mansfield Connect (demand for space within Mansfield Connect exceeds 100% of the space available)
- The current Mansfield DC Civic Centre site which would become available for repurposing, with the potential for the delivery of new homes, alongside the County Council's Meadow House site.

Delivery Strand: 2. Connecting communities - fit out and activation of a new hub for education, enterprise, health and civic participation

Challenge: Significant prosperity and wellbeing challenges for Mansfield residents, characterised by weaknesses in skills levels, opportunities for higher quality employment, and disparities in health outcomes

Solution: Beales will accommodate a range of spaces targeted directly at helping residents to participate economically and to receive wider social support.

Around 6,300 sqm of space will be fitted out for these activities providing:

- c.2,500 sqm shared space for civic and community uses
- c.1,200 sqm education and training space
- c.2,500 sqm for incubation, innovation and enterprise activities
- c. 200 sqm or healthcare activities.

Effect: The spaces will provide access to the space and support which is needed to improve economic and social pathways, and to help to increase levels of participation equally across Mansfield's communities.

Example metrics include – capacity for c.320 gross additional jobs on site within the education, enterprise and socially focused spaces, capacity for c. 500 learners across a range of vocational courses (part and full time), alongside users of the healthcare space.

The nature of the education space will also support town centre activation – with the dining / catering college providing a new affordable yet high quality dining space for local residents.

Delivery Strand: 3. Connecting services - fit out and activation of a new hub for public service delivery

Challenge: Need for new approaches and thinking regarding the provision of essential resident services as a result of: changes in resident demography; changing demand for services; changing employee working patterns; and growing public sector resource constraints.

Solution: In addition to hosting employment, enterprise and health spaces, the Beales building will be fitted out to accommodate c.5,400 sqm of desk space for use by public sector partners – Mansfield District Council, Nottinghamshire County Council and DWP.

Effect: This space directly enhances the levels of co-working and collaboration and will bring service delivery closer to residents.

The co-location of public services can bring far reaching benefit. In the London Borough of Camden, a similar move toward co-location has led to greater interaction and collaboration between departments enabling substantial

## **Describe the robustness of the analysis and evidence supplied such as the forecasting assumptions, methodology and model outputs**

Forecast assumptions have been driven by nationally accepted modelling techniques, backed by empirical research showing impact of town centre investment programmes elsewhere and validated through local knowledge and external experts.

Delivery Strand: 1. Connecting place: capital investment to bring the Beales building back into use and transform its contribution to the street scene

Current understanding of levels of high street footfall, vacancy and spend have been assessed using:

- Data from the Council on local high street structure and performance
- Data from local property agents Colliers on local commercial property demand and values.

Evidence used to support projections for uplift in high street vitality include:

- Investment in town centre street scene and public realm increase property prices and values. A review of case studies from across the UK suggests that well planned public spaces can boost commercial trade by up to 40%.
- Increase in footfall can influence land values. A review of literature suggests that retail and commercial value can rise between 10-30%. CABE's Better Designed Streets identifies a direct link between increases in footfall, dwell time and attractiveness of an area with enhancing residential real estate values by 5.2%.

These arguments have been endorsed by the Institute of Place Management and embedded in its 25 key factors for town centre vitality which underpinned guidance for the government's recent Future High Street Fund.

Delivery Strand: 2. Connecting communities: fit out and activation of a new hub for education, enterprise, health and civic participation

This includes:

- Local evidence on the demand for enterprise and workspace – mapping of current deficit in supply of such assets, evidence on take up of such space in other parts of the Nottinghamshire and the UK by Nottingham Trent University (NTU) and the strong interest in the space registered by NTU as a potential operator / occupier
- Local evidence provided by West Notts College on demand for additional and bespoke education and training space based on their own provider experience; alongside modelling provided by West Notts College on number of learners which would be supported onsite
- Local evidence provided by the NHS on demand for additional health care services based on their own internal modelling
- Standard guidance for assessing the physical and commercial capacity of employment space where bespoke tenant projections not available (HCA's employment density guidance)
- Delivery learnings from consulting market leaders (e.g. 3Space who have operated a number of other leading community and workspaces across the UK).

Delivery Strand: 3. Connecting services: fit out and activation of a new hub for public service delivery

The potential employment footprint of public sector workspaces has been assessed using specific information provided by Mansfield District Council, Nottinghamshire County Council and DWP on their desk needs and employment levels. To verify findings, this has been cross referenced with standard guidance for assessing the physical and commercial capacity of employment space (HCA's employment density guidance).

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## Explain how the economic costs of the bid have been calculated, including the whole life costs

The costs for the Mansfield Connect project have been estimated based on information provided by Arc (working with Gleeds, Property and Construction Consultants) and Mansfield District Council's Design Services Team using similar benchmarking projects and industry standard techniques. The project team's professional qualifications and experience are demonstrated elsewhere in this submission.

Calculations are based on a study of the proposed works in comparison with similar schemes on their database, recently received cost data, and current market feedback. The total financial costs for the project are £25,745,343, comprising £20,000,000 LUF and £5,745,342 public / private sector match. Spend will commence in the current financial year and complete in 2025/26.

The following assumptions have been applied to convert financial costs into economic costs:

Discount rate: Costs were discounted to 2021 Present Values using the Treasury approved Social Time Preference Rate (3.5%).

Inflation: The Green Book advises that for long time horizons, economic modelling should use the GDP deflator forecasts published in the Office for Budget Responsibility's (OBR) Fiscal Sustainability Report (FSR). However, the most recent FSR was published in July 2020, meaning that it does not reflect recent global inflationary pressures exacerbated by Russia's invasion of Ukraine. The Bank of England's latest central projection for CPI inflation is to reach 9.1% in Q2 of 2020, before falling back to 1.3% in Q2 of 2025. As a result, the GDP deflator presented within the OBR's FSR central scenario has been deemed to be too optimistic to reflect current and medium-term inflationary pressures. The assessment has therefore used the OBR's most recent March 2022 forecast as the basis for converting nominal into real-prices.

As per the Green Book's guidance on inflation, costs and benefits in Year 1 (2022/23) have been estimated in 'real' base year prices meaning that the effects of general inflation have been removed. Years 2-4 use the GDP deflators from the OBR's March 2022 forecast. For years 2026 onwards, the GDP deflator has been extrapolated using the growth rate in the final year of the OBR's projection – as advised by the Green Book.

Optimism bias: 15% optimism bias was then applied to all costs which was within the limits for Standard Civil Engineering as per the Supplementary Green Book Guidance on Optimism Bias.

The Present Value of project costs, accounting for optimism bias and inflation is £25,473,271, including £24,603,880 of public sector costs.

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## Describe how the economic benefits have been estimated

The key assumptions underpinning the modelling are proportionate to the value of the interventions. The main assumptions behind each benefit reported are set out below.

### 1. Direct Land Value Uplift

Mansfield Connect will bring an under-utilised property into productive use, delivering direct land value uplift. We have assumed:

- The change in land value is profiled to occur with project completion in 2026/27. This is aligned with the delivery plan
- Existing land use is underused and derelict. Independent valuation of the site (separately attached) has stated a land value of £1 based on the current dereliction
- New uses are largely office. The MHCLG benchmark of £257psqm for office use for Nottingham has been used as a starting point, with an adjustment

- factor of 50% applied to reflect local values (£128 per sqm)
- GDP Deflators have been applied to express values in 2022 prices.
- Displacement is 25%.

## 2. Wider Land Value Uplift – Commercial

There is robust evidence linking perceptions and the quality of town centre street scene to footfall and local expenditure, and hence commercial land value. Our assessment has been underpinned by the following assumptions:

- The assessment has only applied an uplift to properties within a 200m buffer of the proposed LUF intervention; this buffer reflects the significant scale of the footfall impact within the local area (c. workers on site, 500 learners and 500 daily service 'customers'). This covers c. 180,000sqm A1 space and 32,000sqm B1a space (VOA), across c.440 commercial properties.
- Average rental values of £110-130 per sqm for office and £160-215 per sqm used to estimate current capital values. This is based on a bespoke market report provided by local agents Colliers. Average inflation of 6% per annum reflecting trends over the past decade.
- A compound growth rate of 2% LVU for 10 years is a conservative impact estimate of the potential impact.
- Displacement is 25%.
- GDP Deflators have been applied to express values in 2022 prices.

## 3. Wider Land Value Uplift – Residential

LUF investments can also improve residential land values in Mansfield. Key assumptions include:

- Using the VOA's Council Tax: Stock of Properties database, it was estimated that c.300 properties fall within a 200m impact buffer, while a further 150 are due for completion over the next two years.
- Average property price of £140,000. This is based on an average of MSOAs within the intervention area based on the ONS' HPPSA dataset 47. Average inflation of 6% per annum reflecting trends over the past decade.
- An annualised compound growth rate of 2% attributed to the intervention over 10 years has been assumed.
- Displacement is 25%.

## 4. Labour Supply Impact

The building will accommodate a significant number of jobs, including new labour market entrants.

Only benefits associated with additional new private sector focused workspace delivered at Mansfield Connect have been considered within this assessment; this means that our assessment is highly conservative. Key assumptions include:

- Capacity for c.520 jobs associated with the enterprise and commercial space over the first 10 years. The estimated employment capacity of enterprise space within the building has been assessed using the HCA Employment Density Guide; the estimated employment impact over 10 years is based on this plus adjustments to reflect annual churn in tenants and jobs.
- 10% jobs will be taken up by new/re-entrants to the labour market.
- GVA per filled job of £41,007 from the 2019 Sub-regional Productivity dataset for Mansfield.
- 40% welfare impact of labour market entrants/re-entrants has been applied as per WebTAG guidance.
- A 10-year appraisal period has been used and GDP deflators to calculate 2022 prices.

## 5. Wider Productivity Uplift

Current guidance (e.g. The DLGG Appraisal Guide 2016 p.22) is not to include monetised employment impacts within the BCR (except in the case of those relating to new labour market entrants). However, the Green Book (p. 57) states that productivity impacts can be included in appraisal, where benefits can be objectively demonstrated (such as in the creation of new types of employment and agglomeration).

For Mansfield Connect, the productivity uplift relating to the enterprise and incubation workspace is deemed fundamental to the strategic and economic case for the project:

- Levels of productivity in Mansfield are currently 20% below the LEP average (£41,007 per job versus £50,779 across the LEP): the provision of a new hub for incubation and enterprise within Mansfield Connect is targeted directly at addressing this gap, providing a new type of space and support for the town.

- The project demonstrates strong externalities where the external benefits to society of the project are significantly greater than the private value related to LVU - the value for money of the intervention relies on the significance of these externalities.

Prudent assumptions have therefore been included in our benefits assessment:

- 5% average uplift in GVA per job (£4,900) to halve the gap to LEP levels, resulting from improved access to workspace, shared facilities and support networks.
  - This uplift has been applied only to those jobs which are not taken by new-entrants (to avoid duplication) and only to the jobs which will be located within commercial space – 470 FTE positions over 10 years.
  - Adjustments for displacement of 25%.
  - 10 year appraisal period of productivity impact, discounted to 2022 prices.
- 

## Provide a summary of the overall Value for Money of the proposal

The Mansfield Connect project generates real price monetised benefits of £50,680,888 adjusted and £35,378,094 initial. This comprises:

- Direct Land Value Uplift – £1.27m NPV (initial benefit)
- Wider Commercial Land Value Uplift – £17.83m NPV (initial benefit)
- Wider Residential Land Value Uplift – £10.61 NPV (initial benefit)
- Labour Supply Impacts – £5.67m NPV (initial benefit)
- Productivity Uplift – £15.3m NPV (adjusted benefit).

This gives an initial BCR of 1.40 and an adjusted BCR of 2.02, which represents 'High' Value for Money using standard DLUCH benchmarks.

Our full appraisal summary table is set out elsewhere in this submission.

Key overarching assumptions include:

- Figures have been estimated by creating a discounted impact model over a 10-year appraisal period (selected based on guidance provided by DLUCH).
- As highlighted under Economic Costs, optimism bias of 15% has been applied to total capital costs.

As set out elsewhere, there are significant non-monetised benefits relating to Mansfield Connect. These include:

- Health and educational outcomes for users of services at Mansfield Connect
- Productivity and efficiency benefits relating to co-location of public services
- Significant environmental benefits associated with retention and refurbishment of a large building.

When considered in tandem with the monetised benefits these further strengthen the value for money of the proposals.

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**Upload explanatory note (optional)**

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## Have you estimated a Benefit Cost Ratio (BCR)?

Yes

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## Estimated Benefit Cost Ratios

Initial BCR	1.40
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Adjusted BCR	2.02
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### Describe the non-monetised impacts the bid will have and provide a summary of how these have been assessed

Mansfield Connect will deliver a range of wider benefits which have not been monetised. These have been established via the Theory of Change and will form a key area of focus for monitoring and evaluation. These include:

#### Our Connected Places:

Reactivation of Beales will help to support economic growth and diversification across Mansfield Town Centre high streets, supporting (and creating) jobs, and delivering additional economic output. While this is partly accounted for with the wider land value uplift assessment, this is a cautious estimate, and does not account the potential for a number of key strategic development and investment opportunities to be unlocked. These include:

- Mansfield Civic Centre: the existing Civic Centre which lies on a 3.83ha (9.46acres) site outside of the town centre will be vacated with potential for residential development
- Four Seasons Shopping Centre: the Four Seasons Shopping Centre neighbours the Beales building and is currently characterised by high levels of vacancy. Owned by Mansfield District Council, the Four Seasons will benefit directly from the footfall generated by Mansfield Connect. Given current demand for spaces at Mansfield Connect potentially exceeds capacity, there is also potential for it to accommodate spill over activity within vacant units .
- Queens Buildings: a vacant and Mansfield Council owned suite of commercial space, immediately adjacent Mansfield Connect. It has the potential for incubator expansion and pop-up business and cultural space.
- Meadow House: being the current site for Nottinghamshire County Council services in Mansfield. On locating within Mansfield Connect, the site will be released for wider development.

More broadly, there are significant environmental benefits which have not been monetised at this stage:

- The embodied carbon savings relating to repurposing Beales as opposed to redevelopment;
- The operational carbon savings which will be unlocked via improvement of the building's energy efficiency;
- Contribution towards improvements in Mansfield's flood resilience via the delivery of new sustainable drainage infrastructure as part of the wider Green Recovery programme being led by Severn Trent.

#### Our Connected Communities:

Mansfield Connect will deliver a range of community focused benefits which have not been quantified at this stage. These include the delivery of new and additional training and education outcomes (with potential for c.500 learners to be accommodated on-site), the delivery of improved health outcomes via the new health centre and opportunities for recreation within the building itself and within new public realm, and wider resident engagement and participation opportunities within the new shared spaces.

#### Our Connected Services:

The benefits of increased public sector co-working have not been monetised at this stage but are significant and include:

- Productivity improvements relating to closer collaboration and partnership working between key public sector partners.
- Financial savings relating both to co-working and fact that the building will be more suited to the post pandemic operational models of the different partners.
- Community benefits relating to ability to access public services more easily.

Taken together, all three delivery strands will help to reduce levels of inequality



and polarisation which exist in Mansfield and enhance overall levels of life-satisfaction and wellbeing of residents – a long term aspiration which has not been deemed appropriate to monetise at this stage.

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## **Provide an assessment of the risks and uncertainties that could affect the overall Value for Money of the bid**

Risk: Programme costs exceed expectations and / or delivery delayed (e.g. due to ongoing effects of inflation)

Likelihood: Medium

Impact: Medium

Mitigation:

- Optimism Bias of 15% has been applied across all investments to ensure this risk is accounted for within the Value for Money Assessment.
- Conservative assumptions regarding construction cost inflation have been including in the cost assessment.
- Effective project management will be embedded throughout.
- Detailed planning work has been undertaken.

Risk: Demand for Space within Mansfield Connect

Likelihood: Low

Impact: Medium

Mitigation:

- Engagement has highlighted strong demand for new types of space within Mansfield; market testing with potential tenants has highlighted strong interest – demand exceeds more than 100% of the capacity of the building. There is potential to accommodate some of this excess demand within spill over spaces in the neighbouring Four Seasons Shopping Centre.

Risk: Sustained economic uncertainty relating to the pandemic and wider economic drivers (e.g. potential recession) which continue to impact on consumer confidence and town centre vitality.

Likelihood: High

Impact: Medium

Mitigation:

- The Programme is designed to respond directly to these uncertainties, increasing the attractiveness and relevance of the town centre to local users.
- Assumptions regarding land value uplift are also conservative, giving a strong degree of confidence in the ability for these to be achieved despite economic uncertainty.
- Strong base of evidence including consultation to illustrate demand and support for the actions proposed.

Sensitivity analysis shows that costs would have to rise by 37% for the adjusted BCR to fall to 1.5. Costs would have to more than double (+106%) for the adjusted BCR to fall to 1:1.

The main risk which could affect economic benefits are if the wider commercial and residential land value uplift modelled is lower than anticipated. However, even if the annual percentage uplift for residential and commercial properties halved to 1 % per annum over the appraisal period, the project would still return a BCR of 1.45. Similarly, even if the extent of productivity uplift relating to the enterprise space was lower than expected (+5% versus +15%), the project would still return an BCR of 1.6.

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## **Upload an Appraisal Summary Table to enable a full range of impacts to be considered**



## Additional evidence for economic case

None selected

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## Confirm the total value of your bid

Total value of bid £25745343

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## Confirm the value of the capital grant you are requesting from LUF

Value of capital grant £20000000

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## Confirm the value of match funding secured

£5745343

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Evidence of match funding (optional) Mansfield Connect - Match Funding Statement.pdf

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## Where match funding is still to be secured please set out details below

The attached statement uploaded within the previous question addresses this issue.

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## Land contribution

If you are intending to make a land contribution (via the use of existing owned land), provide further details below

Mansfield District Council purchased the freehold interest in the subject property on 22 December 2021. The purchase price was £1.8m. There are no restrictions on the Register of Title. The Council is contributing this land / property to the project.

The true market value of the land has been assessed by independent valuers, Musson Liggins, and a copy of their report can be found uploaded below. Their 'Red Book' assessment of value has been reported at £1.

The valuation figure is markedly below the purchase price paid by Mansfield DC. This is primarily due to the distinction between general market demand and the demand as described for Mansfield Connect, which is underpinned by significant public sector occupation under long term commitment. It is noted in the valuation report that general private sector retail and office demand levels in Mansfield are low and coupled with the high refurbishment costs, any notion of speculative purchase and refurbishment is unfeasible and unviable. Mansfield DC were however able to secure a purchase of the building by offering a figure that could be financially justified with their anchor occupation and the Mansfield Connect concept.

Upload letter from an independent valuer

Mansfield Connect - Musson & Liggins Independent Valuation Report vFINAL.pdf

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## **Confirm if your budget includes unrecoverable VAT costs and describe what these are, providing further details below**

Unrecoverable VAT costs are not included within the costings presented herein, as MDC will be able to initially recover any input tax on the capital project providing it meets the usual VAT recovery rules, which are:

The Council places the order  
The Council receives the supply  
The Council receives a tax invoice addressed to itself  
The Council pays from its own funds (including funds awarded)

The property has been opted to tax and as such, there may be Partial Exemption implications for the project. If the Council does breach its Partial Exemption de-minimis it could create an irrecoverable VAT issue; however, the Council is fully aware of this position and will mitigate to ensure that these additional costs do not occur.

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## **Describe what benchmarking or research activity you have undertaken to help you determine the costs you have proposed in your budget**

A two-stage approach is adopted to benchmark against costs:

- Using industry standard datasets
- Using comparisons of internal data from recent relevant projects

Sources for the industry standard benchmark data are geographically focused and for the subject project are as follows:

National Data – Data Provided by the Building Cost Information Service (BCIS)  
County Data – Data Provided by Mansfield DC partners (Arc Partnership)  
Local Data – In-house data provided by Mansfield DC Design Services

Further details are referenced below, with a particular focus on the BCIS methodology.

BCIS

The benchmarked rates used have all been uplifted to the anticipated outturn date utilising the current BCIS Index.

- Tender Price Index - Rebased to 3Q 2024 (391; forecast)
- Location Factor - Mansfield (98; sample 14)

A summary of three benchmarked projects is below:

Office Block Refurbishment, 24 King William Street, London  
Location: City of London, London EC4  
Date: October 2015  
Building cost: £25,393,173 rebased  
Cost/m<sup>2</sup>: £2,659 rebased  
Floor area: 9,550m  
Storeys: 9

Contrasting these costs against the Mansfield Connect project there are a number of clear differences, namely the city centre build, the vertical extension and the significant structural works. These factors will significantly raise the cost of this benchmarked project and it can be accepted that the Mansfield Connect project would not exceed the cost per sqm as a comparison.

Office Refurbishment, Arkwright House, Manchester  
Location: Manchester, Greater Manchester  
Date: 25th September 2015

Building cost: £23,036,569 rebased  
Cost/m<sup>2</sup>: £2,480 rebased  
Floor area: 9,290m  
Storeys: 8 (including 1 basement floor)

Contrasting these costs against the Mansfield Connect project there are a number of clear differences, namely the Grade II Listed Building designation and the horizontal extension. These factors will significantly raise the cost of this benchmarked project and it can be accepted that the Mansfield Connect project would not exceed the cost per m<sup>2</sup> as a comparison.

Refurbishment of Cat A Offices  
Location: Uxbridge, Middlesex  
Date: 2nd December 2014  
Building cost: £28,459,436 rebased  
Cost/m<sup>2</sup>: £1,853 rebased  
Floor area: 15,360m  
Storeys: 3

Contrasting these costs against the Mansfield Connect project, the characteristics appear to be very similar to Mansfield District Council's and stakeholders' requirements and therefore should be considered comparators.

#### MDC Project Comparators

In 2018 MDC carried out extensive works to the Old Town Hall Building located approximately 100m away from the Mansfield Connect project.

Old Town Hall Refurbishment – Mansfield  
Location: Mansfield, Nottinghamshire  
Date: 25-Jul-2018  
Building cost: £1,670,348.44 rebased  
Cost/m<sup>2</sup>: £1,448.27 rebased  
Floor area: 1153m<sup>2</sup>  
Storeys: 3

Contrasting these costs against the Mansfield Connect project there are a number of clear differences, namely the Grade II Star Listed Building status, a horizontal extension, the minimal works to the external envelope and the minimal demolition due to the heritage. These factors will significantly raise and lower the cost of this benchmarked project and it can be accepted that the Mansfield Connect project should not be reduced lower than the cost per sqm in order to gain a realistic cost.

#### BCIS Average Prices

The above project benchmarking has contributed to the compilation of an Order of Cost Estimate using the BCIS Average Price service.

Some assumptions have been made within the Order of Cost Estimate as follows:

External Works – The rate for external works has been derived from the Spon's Architectural and Builders Price Book 2022 using the upper rate for car parking with landscape areas - £180.00 / m<sup>2</sup>

Lighting – Due to the deep footprint of the building a suitable allowance has been included to draw natural light into the building.

Façade Works – the RCIS has recently published data on removal and replacement of façade's £800 - £1100 / m<sup>2</sup>. The average of this range has been included within our bid.

Finally reviewing the end total cost for the works against the GIFA, this equates to circa £1,900.00 / m<sup>2</sup>.

#### Post-award of LUF Capital

Moving forward with the project, early engagement with the Delivery Partner provides the opportunity to test and inform our own feasibility against a soft

test of the contractor's supply chain, benchmarking of similar projects and local market experience. Further, and particularly in the current market, continued collaboration provides the opportunity to gain supply chain intelligence of cost risk build elements and allowing the Arc Partnership design and commercial team to work collaboratively to seek alternative solutions or early procurement approaches.

At tender stage, all works will be procured by the Delivery Partner contractor on a 3 competitive quotes basis which will be reviewed and cross checked by the Arc Partnership commercial team.

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## **Provide information on margins and contingencies that have been allowed for and the rationale behind them**

Mansfield DC will be the freeholder and ultimately responsible for the delivery of this project, and as such, they have taken an informed and realistic approach to risk as reflected in the allowances described below.

The following provides a summary of the main margins and contingencies allowed for within the numbers:

### **Contingencies**

Construction Risk at 2.5% and Design Risk at 2.5%

The above contingencies / risk allowance totals circa £1.1m. Using the benchmarked projects highlighted within previous sections, the maximum percentage for contingencies was 3.86%. Given the industry standard of 10% contingency, added together the above allowances give an overall allowance for risk and contingency of circa 5% of the Base Cost Estimate. The robust and realistic risk and contingency allowance at this early stage of cost planning covers design development, as well as elements of client brief refinement.

### **Margins**

Structural Risk Allowance at 1%

Mansfield DC has recently carried out works to a multi-storey concrete framed structure for re-cladding works. As part of this project a review of the structure was carried out and works identified equated to less than 1% of a £2,000,000 scheme. A Condition Survey (externally sourced) of the former Beales building has given further cost certainty to the allowances made.

### **Lighting**

Due to the deep footprint of the building a suitable allowance has been included to draw natural light into the building, to be achieved by means of light wells.

### **External Works**

The rate for external works has been derived from the Spon's Architectural and Builders Price Book 2022 using the upper rate for car parking with landscape areas at £180.00 / m<sup>2</sup>

### **Façade Works**

The RCIS has recently published data on removal and replacement of façade's £800 - £1100 / m<sup>2</sup>. The average of this range has been included within our bid.

### **Design Fee Percentages**

The rate for external works has been derived from the Spon's Architectural and Builders Price Book 2022 using the mean rates for professional services.

### **Inflation**

Allowances have been included in the Order of Cost Estimate for both tender inflation (i.e. inflation from the estimate base date to the date of tender return) and construction inflation (i.e. from the date of tender return to the midpoint of construction). The allowances are:

Tender inflation - 5.26% (based on a tender return in 4Q23)

Construction inflation - 3.95% (based on a construction midpoint in 4Q24)

The rates of inflation are based on the Building Cost Information Service (BCIS) all-in Tender Price Indices (TPI) published on 24th June 2022. The BCIS is the industry standard reporting in inflationary predictions.

Within the majority of the frameworks that we work with, it is standard practice to develop this percentage-based approach into a fully detail risk management assessment with the risks individually identified during the design development period. Risks are then subsequently priced and allocated in accordance with the construction contract to the party best placed to manage them during the construction phase thereby ensuring value for money.

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## **Describe the main financial risks and how they will be mitigated**

Mansfield DC has deployed its Council officers' expertise, supplemented by suitably skilled and experienced advisors (including Arc Partnership and PRD) in order to establish robust financial assumptions and strategies for the Mansfield Connect project.

Close and ongoing collaboration with local stakeholders who will be financial contributors towards the delivery or ongoing costs of the project (by virtue of their planned occupancy or otherwise) has also enabled Mansfield DC to ensure that its financial assumptions and strategies are robust.

The following key financial risks and mitigations have been identified for Mansfield Connect (bracketed "R" references identify direct linkages to the project Risk Register, which is uploaded separately):

LUF funding bid is not successful (R01)

Consequence: Mansfield is in the Priority One Category for LUF. Failure to secure LUF funding will materially prohibit the delivery of Mansfield Connect and therefore the benefits and linked opportunities it will unlock for Mansfield's town centre and residents.

Mitigation: Consultant advice has been procured to review and constructively challenge the project and bid proposal, ensuring the value for money of the project and fit with the levelling up agenda. This approach has complemented MDC's collaborative approach with key stakeholders, which has enabled MDC to develop a bid and project that are as strong as possible.

Internal match funding allocated by MDC becomes unavailable (R02)

Consequence: Although smaller in scale than the LUF funding sought, MDC's match funding is an essential requirement for the LUF submission, therefore failure to deliver the match funding identified as secured places the LUF funding in jeopardy and thus the project.

Mitigation: MDC has clear plans in place and a clear commitment to invest the further match funding it has identified. This commitment has been informed through robust project scoping and development.

Match funding allocated by partners becomes unavailable (R03)

Consequence: For this project, receiving partner match funding is directly linked to partner taking occupation within the building via a long lease, so if the match funding is not received then it is most likely that the partner is no longer involved with the project. This would impact on the hub concept but would also reduce the capital cost for the element that they would have otherwise occupied or managed.

Mitigation: The two primary sources of partner match funding are from Nottinghamshire County Council (a close partner of Mansfield DC) and Severn Trent. If the match funding was not received from Nottinghamshire CC then this means that they are unlikely to be in occupation, and Mansfield DC could

mothball this space until an alternative tenant was found, thus reducing the project costs. If funding was not received from Severn Trent then this may limit the short-term investment into the public realm and aspects of the build but it would not impact on the wider project and alternative funding could be found in the medium-to-long term. Both sources have indicated a positive in principle position to support the project.

LUF funding bid is successful, however total grant award is less than requested (R04)

Consequence: The scope of the project, its impact and delivery programme certainty would all be placed at jeopardy, as would the overall viability and ultimate deliverability of the project.

Mitigation: A strong case is put forward to explain why full funding allocation is required and over the stated period given the scale of the project.

The design approach is refurbishment-led and enables delivery to be approached in a phased, rather than "all or nothing" fashion. Opportunities to capitalise revenue income streams of key tenants and to bring in commercial tenants have and will continue to be explored and developed as contingencies to protect viability, however a significant reduction in the LUF sum received (against the investment requested) would have a material impact on the viability of the project and therefore the Levelling Up benefits it can deliver.

Costs of delivering the projects increase - exceeding project budgets (R07)

Consequence: Additional costs would require consideration of additional capital borrowing, external fundraising, or increased partner contributions otherwise the project may not be delivered.

Mitigation: The design approach taken is refurbishment-led and enables delivery to be approached in a phased.

External and Council professional advice on the architectural and construction management issues has supported the development of the project and will play an ongoing role in progressing to the delivery phase, including the critical design and construction stages.

Referencing to both market benchmarks and relevant precedent projects has taken place to establish market pricing insights to develop the project costings. The use of local contractor frameworks that Mansfield DC and its advisors have access to will also add robustness to the approach to engaging contractors and the proposed two-stage contractor management process will also support cost risk management in the construction phase.

Opportunities to capitalise revenue income streams of key tenants or also to bring in commercial tenants have and will continue to be explored and developed as contingencies to protect viability.

These opportunities in particular are effective mitigations that share the risk of cost overruns between non-UK Government funding partners, whereby potential the potential for private market and education sector participation in the project means that the public is not the sole bearer if this risk.

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**Upload risk register**

Mansfield Connect - Risk Register.xlsx

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**If you are intending to award a share of your LUF grant to a partner via a contract or sub-grant, please advise below**

Not applicable; MDC has no intention of awarding a share of its LUF grant to any partner or 3rd party.

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**What legal / governance structure do you intend to put in place with any bid partners who have a financial interest in the project?**

Mansfield District Council is the landlord and sole freeholder for the vacant

Beales Department Store site where Mansfield Connect will be developed and there are no active lease interests on the site.

Whilst the project is being developed, MDC and key stakeholders who may take a future interest in the site have set out a Memorandum of Understanding (see Appendices) between the partners which outlines how the parties will continue to work together as the 'Project Stakeholder Group' to develop and deliver the project as an informal partnership:

- The Project Stakeholder Group will meet every two months or as required and agreed by its members;
- The Project Stakeholder Group will support Mansfield District Council to develop and oversee a detailed and coordinated action-based delivery plan (for both individual and collective actions) in order to support the mobilisation and delivery of the Mansfield Connect;
- Members of the Project Stakeholder Group have identified opportunities for further funding and resources to be committed, which would be unlocked by the LUF investment and their respective involvement in Mansfield Connect. Finalisation of funding, occupancy and delivery will be actively supported through engagement with the Group;
- Each member organisation will appoint a 'Mansfield Connect LUF Champion', who will help to ensure that the actions, policies and resource allocations of their respective organisation are supportive of and coordinated with the delivery plan for the LUF-funded project insofar as is possible; and
- Under the strategic guidance of the Mansfield Place Board, the Group will identify and explore wider opportunities for projects and investments that align with the LUF, Mansfield District Council's Strategy and the wider Place Board's ambitions for the district.

Suitable checks and balances will be put in place for the necessary separation of interests between the parties as part of reaching the requisite legal and commercial agreements between the parties. Third party advisor support will be employed as required to support this process.

Mansfield DC will retain an ongoing role as landlord and freeholder for the project. It will also deliver asset management services to the project post development, including facilities management for Mansfield Connect. A service charge will be payable to MDC by the building's tenants for these services.

Mansfield DC will enter into lease arrangements with each of the key anchor tenants, with a number of them in particular expressing a preference for 'long-lease' arrangements. This long-lease arrangement to tenants of excellent covenant strength will reduce the occupational and operational risk for a significant proportion of the building.

Further exploration and definition of the occupancy arrangements for non-anchor tenants or parties using the building on more flexible terms will be undertaken as part of the ongoing development and delivery of the project, with the aim to ensure that tenants with good covenant strength are encouraged to commit to lease lengths that maximise the security of income. Tenants will be requested to sign an agreement-to-lease prior to any works starting on their areas of occupation to minimize the capital risk to Mansfield DC.

Recognising that a key aim of the project is to encourage and support a range of civic, enterprise and other socially-oriented uses, Mansfield DC will explore and implement social-value leasing or licensing agreements, which treat any discount offered to the 'market cost' of these uses as an investment in the delivery of measurable social value impacts, which are aligned to the LUF aims and objectives for Mansfield Connect.

'Social value lease' arrangements are becoming increasingly common in use across the country, with many local authorities recognising that discounts that they are legally able to introduce into leases can remove a key financial barrier to access to assets for users and uses with prioritise affordability and socially-oriented impacts.

The social value lease or licensing instruments for Mansfield Connect will be aligned to outputs and objectives determined by the LUF priorities. An impact monitoring and performance management regime will also be established by

Mansfield DC in order to actively monitor delivery against these priorities.

The overall blend of anchor tenants and sub-market 'social value' users will be programmed and managed in such a way that delivers a balanced and viable commercial operational model overall, and within Subsidy Control parameters.

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## **Summarise your commercial structure, risk allocation and procurement strategy which sets out the rationale for the strategy selected and other options considered and discounted**

### **Procurement Strategy:**

Mansfield DC (MDC) as a local authority is governed by the Public Contract Regulations 2015 and subsequent amendments. The essence of this legislation is:

- non-discrimination
- free movement of goods
- freedom to provide services
- freedom of establishment

In addition to these principles, some general principles of law have emerged from the case law of the European Court of Justice. The most important of these general principles of law in the procurement context are:

- equality of treatment
- transparency
- mutual recognition
- proportionality

These principles are embedded into every tender carried out by Mansfield DC, and working with Arc Partnership, Mansfield Connect will benefit from the same beneficial treatment. Given the value of the works, the Mansfield Connect would fall under the Find a Tender (FTS) Thresholds requiring public notices on the FTS / Contracts Finder Services.

Due to the complex nature of the Mansfield Connect Project, MDC would consider a two staged tendering approach the most beneficial and best value particularly in areas such as contributing towards stakeholder management, buildability, and collaboration.

As part of the procurement process, early discussions with contractors would take place to review design and build and traditional options to establish the most suitable route for the Mansfield Connect project. This review would take place with all stakeholders and partners to ensure risks are mitigated and that value is achieved.

In order to facilitate this collaborative approach to procurement and tendering Mansfield DC would look to use a suitable framework to maximise the benefits to the project. MDC and partners have often used the SCAPE frameworks on previous projects but each selection is based on its own merits and a framework will be chosen that most suits the attributes of the individual project.

In using a framework approach, early engagement with the contractor would be achieved by entering into a Pre-Construction Service Agreement (PCSA) and this would have the benefit of the following:

- Contributing to the design process.
- Building a better team-working ethic
- Introducing innovations
- Advising on buildability, sequencing, and construction risk
- Advising on the packaging of the works
- Advising on the selection of specialist contractors
- Spending more time developing a construction strategy, recruiting staff and identifying partners
- Helping develop the cost plan and construction programme



- Helping develop the method of construction
- Obtaining prices for work packages from sub-contractors or suppliers on an open-book basis
- Preparing a site layout plan for the construction stage
- Drafting the preliminaries for specialist and trade contractor bid documents
- Assisting with planning applications on matters concerning the build phase, such as waste disposal, construction traffic movements and tree protection

An open book tendering of work elements on each individual project ensures that the total price for each commission is a true reflection of the market cost.

A number of frameworks are designed to benefit the local community, and this will be one of the factors considered in the framework decision-making process for Mansfield Connect. By ensuring projects are delivered by a local supply chain, many benefits can be achieved, including that money earned by the local supply chain is spent in the local economy. It is widely accepted that according to the 'multiplier effect', for every pound spent locally, a further £2.84 is spent within the local economy. Engaging SMEs and Social Enterprises within our framework choice will allow MDC to support small businesses to develop and grow to benefit the local community.

A number of frameworks are designed to positively impact the PR the factors considered in the framework decision-making process for Mansfield Connect. These frameworks are fully committed to working together with clients, delivery partners and the supply chain to create and enhance environmental sustainability.

These are all monitored and achieved by Key Performance Indicators set out with the framework agreements requiring contractors to achieve high levels of collaborative, economical, sustainable and social values.

#### Risk Allocation

In terms of risk allocation post-completion of the works, MDC will retain an ongoing role as landlord and freeholder for the project. As such, it can enter into lease arrangements with each of the key anchor tenants.

For other non-anchor tenants, MDC will explore and implement social-value leasing or licensing agreements, which treat any discount offered to the 'market cost' of these uses as an investment in the delivery of measurable social value impacts, which are aligned to the LUF aims and objectives for Mansfield Connect.

'Social value lease' arrangements are becoming increasingly common in use across the country, with many local authorities recognising that discounts that they are legally able to introduce into leases can remove a key financial barrier to access to assets for users and uses with prioritise affordability and socially-oriented impacts.

The overall blend of anchor tenants and sub-market 'social value' users delivers a balanced and viable commercial operational model that should maximise the opportunity for continuous and full occupation.

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## **Who will lead on the procurement and contractor management on this bid and explain what expertise and skills do they have in managing procurements and contracts of this nature?**

Below we detail our leads on the procurement and contract management of this bid and the expertise/skills they have in managing procurement and contracts of this nature. As detailed in our governance structure, attached to this submission, our project leads are provided by Arc Partnership and will be led by Matthew Antill (Head of Commercial), John Simons (Procurement Director – SCAPE) and Aaron Beattie (Head of Major Projects).

Procurement and contract/commercial management will be led by Matthew Antill, Head of Commercial, BSc (Hons), MRICS

Matthew is a Chartered Quantity Surveyor, an NEC, and accredited Project Manager, with 32 years' experience across the public/private sector, latterly focused on procurement and financial management of complex infrastructure and construction projects. He has particular expertise in negotiating terms of contract, including large scale public and commercial projects of a comparable size and complexity. His experience is highlighted in the Nottinghamshire County Council/Homes England funded project at Top Wighay Farm in Nottinghamshire valued at c.£30m.

Matthew will be supported by John Simons, Procurement Director within SCAPE, BA (Hons), MBA, LL.M., MCIPS

John holds business and accounting qualifications and is a full member of the Chartered Institute of Purchasing and Supply (CIPS), with a Master's Degree in EU Procurement Law. With over 30 years' experience within the Public Sector. John's background in finance and experience within both facilities management and construction procurement means he has considerable experience and understanding of the public sector and its requirements. John leads the development and implementation of SCAPE's Procurement and Audit Strategies, ensuring delivery of best practice, continuous performance improvement and the creation of value.

Contractor/Project Management will be led by Aaron Beattie, Head of Major Projects, and Regeneration. BSc. (Hons); PG Cert; PG Dip; NECReg; MAPM; AMICE; ICIQB; MSP Practitioner.

Aaron is a qualified Managing Success Programmes (MSP) Practitioner and a NEC 3/4 registered Project Manager. Working at all levels for consultants, contractors and client organisations Aaron has worked on a wide range of programmes and projects to deliver regeneration and infrastructure projects. Aaron has also provided dispute resolution advice, invaluable when establishing and managing large scale projects.

Matthew, John and Aaron will work as one integrated team to ensure the successful execution and delivery of all contractual, procurement, construction, project management and cost management activity associated with the life of this project.

Mansfield DC further benefit from an in house Design Services team, employing construction professionals such as Architects and Quantity Surveyors. This team will adopt the role of Client Agents, providing Mansfield DC the benefit of being an intelligent client to further ensure value and quality. The key team members are:

Dan Clover BSc (Hons) Quantity Surveying and Commercial Management  
Senior Quantity Surveyor, Mansfield DC

16 years of estimating & quantity Surveying, 8 years within the private sector and 8 years within the public sector. Extensive experience of projects including residential, commercial, blue light and Ministry of Defence projects, up to £30 million in value. Offers a wide knowledge, commercialism and contract astuteness to any projects carried out by Mansfield District Council.

Terry Waterworth BA (Hons) Architecture, Diploma in Architectural Practice,  
Chartered Member of RIBA

Senior Architect, Mansfield DC

45 years of experience in architectural practice within the private and public sectors, across a wide diversity of project sectors from residential, education from early years to higher education, the NHS and local authorities. Offers strategic thinking, astute analysis and a broad critical challenge on behalf of the Council, as a RIBA client adviser.

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## **Are you intending to outsource or sub-contract any other work on this bid to third parties?**

In our response to the earlier question, we set out our rationale for our procurement strategy, in which we evidence that in assembling our project management approach, Mansfield District Council have put forward a Target Operating Model that is proven in terms of being able to deliver works at pace to programme and cost.

This project will be managed by Arc Partnership for the pre-construction, design, project management, and cost management. Therefore, we do not intend to sub-contract any other work on this bid to third parties.

If, in the event Arc Partnership do identify capability or capacity gaps on this project, then, at that point, they would draw upon existing Strategic Partnerships. These include a number of national design, project management, cost management and specialist consultancy partners including, but not limited to, AECOM, Gleeds, Pick Everard, ARUP, Faithful and Gould, Turner and Townsend, and Mace.

PRD will be sub-contracted to mobilize the client team and providing external consultancy expertise in the non-construction elements of the project brief. They will be up-to-speed on the project given their role in managing the LUF bid, and specific tasks could include overseeing the internal case for Mansfield DC moving from the Civic Centre to Mansfield Connect, and taking ongoing responsibility for the cost / revenue / commercial analysis that will establish the financial viability position for Mansfield DC throughout the project. All of this will feed into the business case which PRD will be managing to ensure that the project receives internal MDC approval in a short timeframe and to allow the investment to commence within the 2022/23 timeframe.

Legal and marketing/commercial agency services will also be sub-contracted. Legal services will be required in specialist areas such as agreeing the occupational terms between Mansfield DC and the tenants, and between Mansfield DC and longer-term stakeholders such as Nottinghamshire County Council and Severn Trent. Marketing and agency services will be required in order to communicate the opportunity to the wider market and to provide advice and secure interest on any remaining void areas within the building.

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## **How will you engage with key suppliers to effectively manage their contracts so that they deliver your desired outcomes**

Within our responses above, we set out who will lead from Arc Partnership on both procurement, cost, contract and project management of this project. Early engagement with the delivery partner into the design and delivery process will ensure a shared understanding of the project outcomes and will identify key members of the supply chain to ensure they too understand their input into the project.

Risk and Opportunities workshops will be scheduled into the pre-construction phase with full engagement with the delivery partner and any key members of supply chain to identify, mitigate and manage a Risk Register and to explore design development opportunities.

Management of the Risk Register will continue through the delivery phase.

It is proposed that the Delivery Partner contractor will be appointed through the Scape Construction England and Wales Framework designed to accelerate construction projects and deliver them to the highest possible standard. The Framework allows:

- Direct award of contract.
- Fully compliant with UK procurement regulations (see earlier response)
- Performance managed delivery.
- Fully audited delivery.
- Local supply chain delivery.

The performance and financial standing of the Delivery Partners is closely monitored by SCAPE through constant dialogue with representatives from each Delivery Partner organisation, from their Board Members to SCAPE framework managers and individuals within their regional delivery teams. In turn the Delivery Partners have a rigorous vetting and approval process for all their supply chain.

As part of the SCAPE Framework Key Performance Indicators, (KPI's), the

Delivery Partner contractors are assessed for:

Time Predictability  
Cost Predictability  
Fair payment  
Health & Safety (RIDDOR Accidents)  
Environmental Incidents  
Supply Chain Satisfaction  
Client Satisfaction incl Social Value and Value for Money  
Social Enterprise Engagement  
Waste Reduction  
Considerate Constructor Scheme  
CLOCS  
Pre-manufactured value  
Local Labour  
Local Spend  
SME Engagement  
SME Spend

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## Set out how you plan to deliver the bid

A Project Programme to support this response is provided within the Project Vision & Delivery Plan enclosed with this submission. An Organisational Structure Chart is also provided and should also be consulted alongside this response.

### Project Progression and Key Milestones

The overall project programme presents a robust, logical and efficient progression.

The programme demonstrates that the delivery of Mansfield Connect will be complete by the end of 2025/26, with delivery commencing immediately in 2022/23.

The need to deliver over the stated period reflects that this is an 'exceptional' project in both size (a single project well in excess of £20m total capital expenditure) and complexity. Whilst there are likely to be opportunities to expedite delivery as the design process progresses, we have for now presented a conservative programme which recognises certain unknowns and uncertainties and which therefore minimises risk of over-run.

The top-level milestones for Mansfield Connect include:

Business Plan drafting and sign-off (Aug-22 to Apr-23)  
RIBA Stage 1 design and surveys (Aug-22 to May-23)  
Pre-application planning advice (March/Apr-23)  
Initial facilitation works (e.g. partial demolition, marketing wrap, structural repairs and façade / roof treatment) (Apr-23 to Dec-23)  
RIBA Stage 2 concept designs, surveys and costings (Apr-23 to August-23)  
Final negotiations and signing Agreements for Lease with key stakeholders (Apr-23 to Nov-23)  
RIBA Stage 3, planning approval and revised costings (July-23 to Feb-24)  
RIBA Stage 4 detailed design and contractor procurement (Oct-23 to August-24)  
RIBA Stage 5 and major works undertaken (August-24 to March-26)  
Practical completion, tenant fit-outs and decant of major stakeholders to create the new hub (March 26)

Mansfield DC (MDC), Arc and PRD are confident in this programme and our overall ability to deliver against these milestones.

We have outlined a number of key focus points for the delivery of this project:

### Focus on: Management and Stewardship

Our previous response sets out our detailed and robust model for management and stewardship which recognises the need for senior accountability and expertise within Mansfield DC as the accountable body;

activates our stakeholders and partners, building on the strong body of precedent working locally and underpinned by a Memorandum of Understanding to continue working together amongst key partners; and draws on external expertise (Arc Partnership and PRD) to support our capacity).

#### Focus on: Planning and Statutory Issues

Confirmation throughout this submission is made of the powers or consents needed, and statutory agreements of land / assets needed to deliver the bid with evidence and confirmation that Mansfield District Council is the freeholder of the vacant site and there are no site assembly matters to be resolved.

The proposed redevelopment of the site will require planning permission and in determining such applications the relevant areas of the Local Plan (and supporting policies) have been determined. From a planning perspective, Mansfield DC officers are of the view that there are no barriers that would prevent such being granted.

Planning officers also noted that Mansfield Connect will make a clear and positive contribution towards key local development priorities.

#### Focus on: Business Case, Financial and Commercial Strategy Evolution

MDC and partners will continue to progress workstreams around the business case, financial and commercial strategies in order to provide assurance and greater detail on key matters such as:

- Mansfield DC's own move from its current civic centre home and delivering the service transformation sought from this move
- Developing and finalising the requirements of partners who will be tenants in Mansfield Connects and associated commercial arrangements
- Viability work for the released civic centre site and a strategy for development

Mansfield DC will require continuing support from advisors to progress these areas of work and is minded to retain the services of its incumbent team who are suitably experienced and will be able to hit the ground running immediately post-submission.

#### Focus on: Design and Construction strategy

Mansfield DC's own Design Services team will play a significant role as the client-lead for the project, with the team members referenced elsewhere in this submission.

Mansfield DC will be supported by Arc Partnership to design and administer the design and construction strategy for the project, including contractor procurement in such ways that make best use of the frameworks put in place.

Given the complex nature of the Mansfield Connect Project, Mansfield would consider a two staged tendering approach the most beneficial and best value particularly in areas such as contributing towards stakeholder management, buildability, and collaboration.

Early discussions with contractors would take place to review design and build and traditional options to establish the most suitable route for the Mansfield Connect project. This review would take place with all stakeholders and partners to ensure risks are mitigated and that value is achieved.

Use of a two-stage approach and framework will help to de-risk the project and also promote it to the contractor market, whilst also enabling local social and economic benefits to be harnessed through tapping into associated local supply chain, skills and employment programmes.

#### Focus on: Engagement

Mansfield Connect has been the subject of long-term engagement with the partners directly involved in its development and with wider Mansfield stakeholders. Mansfield's Place Board, comprising partners from across the public, private, educational and community sectors have offered support for the project, most recently at its meeting on the 21st July 2022.

As the project moves to its next phase post-submission, a new set of meetings will be established in line with the governance arrangements referenced

elsewhere in this bid.

**Focus on: Operational Strategy**

It is intended that Mansfield in-house facilities management team will provide hard and soft facilities management (FM) services for Mansfield Connect.

Continued representation from Mansfield DC's FM officers will be ongoing throughout the process, providing an important sounding board on matters such as operational transformation, servicing and costings associated to operations, as well as charging regimes for different tenants. The specific team members involved in this approach are:

Philip Colledge BSc – General Practice Surveying, Chartered Surveyor MRICS and Registered Valuer. Principal General Practice Surveyor & Corporate Asset Manager, Mansfield DC. 36 years of experience in the acquisition, management and disposal of land and property in a local government sector. This includes project management of capital developments from inception to completion including land acquisition, design brief, contracts, partner engagement, commercial lettings, property management and/or disposal of completed developments.

Ian Fisher BSc (Hons) Real Estate Management, Chartered Surveyor MRICS. Senior General Practice Surveyor, Mansfield DC. 30 years of experience as a Senior Manager / Leader managing high volume commercial and residential property portfolios both locally and nationwide predominantly in the private sector and more recently in the public sector. Offers extensive experience of estate management, lettings, acquisition, disposal and inspection with a proven track record of strategic planning and delivery.

Operational viability modelling will be further refined with support from Mansfield DC's advisers to inform a more detailed, financially sustainable commercial operational model for Mansfield Connect, which also integrates social value leasing principles to support the delivery of LUF impacts.

**Focus on: Impact Creation and Capture**

Monitoring during delivery will take place, with active management arrangements in place to identify any risks of output/outcomes will not be achieved at the earliest opportunity, in order that these may be addressed prior to completion of the project. Social Value Lease instruments will be used to secure occupiers to actively deliver and the measure impacts against the proposed LUF aims and indicators.

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## **Demonstrate that some bid activity can be delivered in 2022-23**

Mansfield DC purchased the freehold to the project building in 2021 and there are no parties occupying the building that may impede on any works taking place. They are therefore well placed to start works immediately upon receiving the LUF capital.

Following their purchase of the building, MDC commissioned a comprehensive building survey in March 2022. The survey revealed some essential repairs are required primarily to the flat roofs, external brickwork / cladding, glazing and soffits, at an estimated cost of circa £2.0m. The continuation of this activity within the 2022-23 timeframe will be to undertake more focused surveys so that risks can be mitigated further and so that the design solutions can be informed from a more solid platform.

The building has been subject to a number of extensions and ad hoc add-ons over the years in its use as a department store, and the project has plans for some of these extensions to be demolished in order to provide better linkages between the bus station and the town centre, and also to create additional space for the proposed public realm. There are additionally two pedestrian bridges that were built to link the subject building with the Four Seasons Shopping Centre and it is currently being debated whether these should remain or be removed. Subject to agreeing a final building design, it is proposed that all or some of these demolitions could take place within the 2022-23 timeframe.



Given the importance of the Mansfield Connect project in revitalizing this part of the town centre, it is also felt that part of the budget could be allocated towards a public-facing marketing campaign, most likely in the form of marketing boards or a building wrap that communicate the future plans for the building and how the project will benefit the residents of Mansfield. This hasn't been costed but could feasibility be activated in the timeframe 2022-23.

The remainder of the costs in 2022-23 are indicated within the programme and Workbook.

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## **Risk Management: Set out your detailed risk assessment**

A detailed Risk Register for the headline project risks at this stage is uploaded with this submission.

This has been developed by Mansfield District Council (MDC) with inputs provided by senior officers across relevant teams and with inputs from third party specialist advisors Arc Partnership and PRD.

The risk assessment identifies headline risks across the categories of "Financial, Property, Resource, Reputation and Delivery", with each individually referenced risk relating to one or more category.

The risk event and consequence are identified, as are actions that are being put in place to mitigate the likelihood of either the risk occurring or the overall order of magnitude of the impact. Whilst it is not possible to fully mitigate all risks (especially those for which MDC has limited effective control), the proposed active management approach to risk is considered effective.

Pre-mitigation and post-mitigation risks are scored in terms of likelihood and level of impact, on a scale of 0-5 (with 0 being none and five being the greatest likelihood or impact). The composite scores of multiplying these factors gives each risk a pre and post mitigated score, which is afforded a Red Amber or Green rating depending on the level of severity.

Risk is an ongoing concern within the project management approach to Mansfield Connect and will be actively considered by SRO's, working groups and advisors, with new or expanded risks added according to the progress of the programme alongside headline risks (e.g. more detailed construction risk assessments). All risks will be kept under active surveillance, updated regularly and managed on a monthly basis, with any key escalations in risks (or risks already bearing) amber or red pre or post mitigation scores to be actively discussed at each project management meeting.

The top three risks (by pre-mitigation score) are summarised below to illustrate the approach to risk management and are set out in more detail in the Risk Register.

**R07: Costs increase or overrun in construction or operations**

Pre-mitigation score/rating (16/RED)

Consequence: Additional costs would require Council capital borrowing or fundraising, otherwise the project may not be delivered in its entirety.

Mitigation: The design approach taken is refurbishment-led and enables delivery to be approached in a phased, rather than "all or nothing" fashion. Advisors with both architectural and construction management expertise have supported the development of the project and will play an ongoing role in progressing these activities in the delivery phase (including the critical design and construction stages). Referencing to both market benchmarks and relevant precedent projects has taken place to establish market pricing insights to develop the project costings. Use of local contractor frameworks that MDC and its advisor have access to will also add robustness to the approach to engaging contractors and the proposed two-stage contractor management process will also support cost risk management in the construction phase. Opportunities to capitalise revenue income streams of key tenants or also to bring in commercial tenants have and will continue to be explored and developed as contingencies to protect viability.



Post-mitigation score/rating (6/AMBER)

R01: LUF Funding not secured

Pre-mitigation score/rating (15/RED)

Consequence: Mansfield is in the Priority One Category for LUF. Failure to secure LUF funding will materially prohibit the delivery of Mansfield Connect and therefore the benefits and linked opportunities it will unlock for Mansfield's town centre and residents.

Mitigation: Consultant advice has been procured to review and constructively challenge the project and bid proposal, ensuring the value for money of the project and fit with the levelling up agenda. This approach has complemented MDC's collaborative approach with key stakeholders, which has enabled MDC to develop a bid and project that are as strong as possible.

Post-mitigation score/rating (10/AMBER)

R04: LUF Funding reduced

Pre-mitigation score/rating (15/RED)

Consequence: The scope of the project, its impact and delivery programme certainty would all be placed at jeopardy, as would the overall viability and ultimate deliverability of the project.

Mitigation: Strong case put forward to explain why full funding allocation is required. Ongoing consideration of further relevant funding and phasing contingencies: The design approach taken is refurbishment-led and enables delivery to be approached in a phased, rather than "all or nothing" fashion. Opportunities to capitalise revenue income streams of key tenants or also to bring in commercial tenants have and will continue to be explored and developed as contingencies to protect viability, however a significant reduction in the LUF sum received (against the investment requested) would have a material impact on the viability of the project and therefore the Levelling Up benefits it can deliver.

Post-mitigation score/rating (8/AMBER)

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## **Provide details of your core project team and provide evidence of their track record and experience of delivering schemes of this nature**

Attached to this submission is a copy of our Governance Structure for this project which sets out our wider Project Team and the personnel involved.

This project will be managed and overseen by Arc Partnership from a pre-construction, design, construction, project management and cost management perspective, supported by carefully selected delivery partner through a compliant framework as set out in our responses.

Arc Partnership will be offered Strategic Leadership and direction alongside client side support by / for Mansfield DC through the Senior Responsible Officer and Project Management leads with Design Services, Property Services and Facilities Management. Mansfield DC will have strategic responsibility for the development and for reporting to stakeholders and DLUHC.

Finally, the core team will be assisted by PRD who will continue their role from the bid in mobilising the client team and providing external consultancy expertise in the non-construction elements of the project brief. This will include overseeing the internal business case to ensure that sign-off to proceed is received from Mansfield DC in an efficient and timely manner, once confirmation is received of the LUF award. PRD will also oversee the responsibility for the cost / revenue analysis that will establish the viability position for Mansfield DC throughout the project, all of which will feed into the business case.

The core project team at Arc Partnership have a proven track record of delivering similar schemes of this nature. This is evidenced by the current Nottinghamshire County Council (NCC) project at Top Wighay Farm which is a major Homes England / NCC funded place shaping project being delivered by the proposed project team for this bid.

The full scope of works contained within this strategic place shaping and

infrastructure project, funded jointly by Nottinghamshire County Council and Homes England, includes:

- Two new junctions into the site
- 805 houses, including 30 affordable
- Up to 49,500sqm of B1/B8 employment land
- Up to 2,800sqm of A1-A5, B1 and D1 local centres
- A new primary school
- A new BREEAM Excellent office
- Eco-friendly sustainable drainage scheme
- Associated greenspace
- Access to approx. 44ha of additional land for development

The core project team has a proven track record of delivering schemes of this nature and set out below is a pen picture of each member of our core project team. In addition, we have strategic partnerships in place with a number of national design, project management and cost management partners including, but not limited to, AECOM, Gleeds, Pick Everard, ARUP, Faithful and Gould, Turner and Townsend, and Mace if we had any resource issues.

Daniel Maher, Managing Director at Arc Partnership, has 39 years construction industry experience across both the Public and Private Sector. In previous roles, he worked to deliver a number of innovative public private partnerships on behalf of Sheffield City Council, before moving to Kier Group Limited to establish a national housing maintenance business in 2003, with public private partnerships central to the Kier Group's growth strategy. He then became Operational Director for the Kier Group East of England region. Daniel then moved to SCAPE Group in October 2016 as Managing Director of Arc Partnership, a Joint Venture between Nottinghamshire County Council and SCAPE Group.

Sara Williams, Head of Pre-Construction at Arc Partnership, has 40 years construction industry experience. She joined Arc Partnership in 2017 and brought with her depth of knowledge in the strategic delivery of projects. Sara previously worked as the Team Manager of Client Services within NCC, leading a team to deliver the Council's capital programme – including the strategic formulation and delivery of a £83m 5-year refurbishment programme of all of Nottinghamshire's existing school buildings whilst keeping them operational.

Asaad Raoof has 35 years of construction industry experience. He is a chartered architect, with over 30 years' experience in both private practice and the public sector. Heading up Arc Partnership's multi-disciplinary team of designers and engineers Asaad will oversee and manage the architectural design and delivery for this project.

Matthew Antill, Head of Commercial at Arc Partnership, has 32 years of construction industry experience. He is a Chartered Quantity Surveyor, an NEC, and accredited Project Manager, with experience across the public/private sector, latterly focused on procurement and financial management of complex infrastructure and construction projects. He has particular expertise in negotiating terms of contract, including large scale infrastructure projects of a comparable size and complexity.

John Simons, Procurement Director at SCAPE, has 30+ years of construction industry experience. He holds business and accounting qualifications and is a full member of the Chartered Institute of Purchasing and Supply (CIPS), with a Master's Degree in EU Procurement Law. John leads the development and implementation of SCAPE's Procurement and Audit Strategies, ensuring delivery of best practice, continuous performance improvement and the creation of value.

Aaron Beattie, Head of Project Management at Arc Partnership, has 36 years of construction industry experience. He is a qualified Managing Success Programmes (MSP) Practitioner and a NEC 3/4 registered Project Manager. Working at all levels for consultants, contractors and client organisations, Aaron has worked on a wide range of programmes and projects, including delivery of regeneration and infrastructure projects.

Referencing the Governance Structure, Mansfield's Strategic Leadership, Design Services, Property Services and Facilities Management will be driven

by:

Michael Robinson BA (Hons) Geography, Diploma Urban & Regional Studies  
Co-Chief Executive Officer (Interim), Mansfield DC. 33 years of experience in regeneration and related disciplines, notably Planning and Regeneration, Cultural Services, Town Centre Services, Property & Facilities Management, Design Services. Senior Responsible Officer for Mansfield Connect.

Martyn Saxton BSc (Hons) Towns Planning  
Head of Planning and Regeneration, Mansfield DC. 34 years of experience as a planning officer, advancing through various levels to current role as Head of Planning & Regeneration, as Chief Planning Officer for the Council. Extensive experience of major developments and of offering strategic guidance on planning matters. Overseen the production of a Local Plan for Mansfield and currently responsible for Regeneration at the Council.

Geoff George BA (Hons) Urban & Regional Planning, Diploma Town Planning  
Regeneration Programmes and Projects Manager. 35 years of experience in planning, economic development and regeneration, notably in bid development, project management and delivery. Project Manager for Mansfield Connect.

Dan Clover BSc (Hons) Quantity Surveying and Commercial Management  
Senior Quantity Surveyor, Mansfield DC. 16 years of estimating & quantity Surveying, 8 years within the private sector and 8 years within the public sector. Extensive experience of projects including residential, commercial, blue light & Ministry of Defence projects, up to £30 million in value. Offers a wide knowledge, commercialism and contract astuteness to any projects carried out by Mansfield District Council.

Terry Waterworth BA (Hons) Architecture, Diploma in Architectural Practice, Chartered Member of RIBA  
Senior Architect, Mansfield DC. 45 years of experience in architectural practice within the private and public sectors, across a wide diversity of project sectors from residential, education from early years to higher education, the NHS and local authorities. Offers strategic thinking, astute analysis and a broad critical challenge on behalf of the Council, as a RIBA client adviser.

Philip Colledge BSc (Hons) – General Practice Surveying, Chartered Surveyor MRICS and Registered Valuer  
Principal General Practice Surveyor & Corporate Asset Manager, Mansfield DC. 36 years of experience in the acquisition, management and disposal of land and property in the local government sector. This includes project management of capital developments from inception to completion including land acquisition, design brief, contracts, partner engagement, commercial lettings, property management and/or disposal of completed developments.

Ian Fisher BSc (Hons) Real Estate Management, Chartered Surveyor MRICS  
Senior General Practice Surveyor, Mansfield DC. 30 years of experience as a Senior Manager / Leader managing high volume commercial and residential property portfolios both locally and nationwide predominantly in the private sector and more recently in the public sector. Offers extensive experience of estate management, lettings, acquisition, disposal and inspection with a proven track record of strategic planning and delivery.

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## **Set out what governance procedures will be put in place to manage the grant and project**

Mansfield District Council's Head of Finance and Section 151 Officer hereby confirms that adequate assurance systems will be put in place for Mansfield Connect, as summarised below.

Mansfield District Council's Head of Finance and Section 151 Officer will ensure the project is managed in accordance with its policies and procedures set out within the Council's Constitution and Financial Regulation, and the principles set out within its Long-Term Financial Strategy.

Mansfield District Council will ensure the project is managed in line and in compliance with the Accounts and Audit Regulations.

Mansfield District Council's Financial Regulations also cover the required assurances on financial controls; fraud, corruption, and anti-bribery; procedures to avoid Conflict of Interests; security, and data management and standards for ethical and professional behaviour. The Head of Finance and Head of Law and Governance report to the Council's Governance and Ethics Committee over any such matter or breaches.

All management and performance reporting will be facilitated in line with the Levelling Up Fund reporting requirements in liaison with the Department for Levelling Up Housing and Communities.

Overall responsibility for oversight will reside with the Senior Responsible Officer (as referenced in the Governance section and elsewhere in this submission) while project development, delivery and impact will also be a live consideration for the Project Stakeholder Group (performance, partner support, impact improvement) and within the contractor management strategy and delivery provided by Arc Partnership (design and construction) and within Mansfield District Council's own Facilities Management and Property management services that will be delivered for the operational asset.

Arc Partnership will report project performance on a monthly basis in accordance with the Governance Chart attached as an Appendix and the Memorandum of Understanding reflecting support from the partners. PRD will report on the business modelling and business case and client advisers.

In summary, Arc and PRD will report to:

- Mansfield District Council as project sponsors and accountable body
- The Mansfield Connect Project Stakeholder Group and any sub-groups as required comprising all partners looking to occupy and having an interest in the building

A wider Steering Group of partners including a representative of the Making Mansfield Place Board will support the Stakeholder Group.

The Place Board itself will receive regular reports on the project's performance.

The monthly performance report provides an update on programme, cost, and risk through a formal Board Report for each project, which then enables agile decision making on any issues identified. Any change/actions agreed are then formalised through the normal change process between Mansfield District Council and Arc Partnership.

The NEC4 Contract stipulates payment terms and conditions to be adhered to and, Clause 50 requires a defined cash flow forecast for expenditure during the life of the project for completed activity. This also includes an agreed programme. At the point of contract these two key documents will be used to baseline the cash flow and programme forward forecast, and in turn will be used by Mansfield DC to meet any reporting requirements set out by DLUHC on behalf of the government in managing the grant allocation.

Clause 40 also requires the contractor delivering this project, to produce a quality policy for delivering the works, as part of the overall assurance process.

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## **If applicable, explain how you will cover the operational costs for the day-to-day management of the new asset / facility once it is complete to ensure project benefits are realised**

The building is owned by Mansfield DC and they will continue to take responsibility for day-to-day management upon the completion of the refurbishment works and occupation of the building.

Mansfield DC currently owns and manages its current premises (the Civic Centre). They have multiple tenancies that sit alongside their own occupation,

and they therefore have the experience and resources in place to be able to manage a large, multi-tenanted building.

In-house resources that will be transferred to the new premises include security, maintenance, facilities management, cleaning, administration and reception teams.

A majority of the above functions, in addition to insurance and building maintenance costs, will be covered via a service charge to the incoming tenants. Mansfield DC intends to secure tenancies and long-leases over a majority of the building prior to starting the works, so there will be assurances that the service charge income will cover a majority of the costs. Moreover, a majority of the occupiers (including Mansfield DC) have public sector covenants and intend to occupy the building for the long term, so the risk of voids will be minimised.

Mansfield DC will ensure that tenants within Mansfield Connect sign up to clear, tangible and measurable commitments to support LUF priorities, via the inclusion of social value deliverables within the lease or licensing agreements they enter into respectively with Mansfield DC (an approach commonly known as outcomes-based leasing). Performance monitoring regimes within these approaches will actively target and capture LUF-related outputs and outcomes and will be implicit within both MDC's regular asset management approach to its tenanted non-residential stock and also by special consideration by the project Stakeholder Group and ultimately the Senior Responsible Officer. This dual approach will enable performance and remediation to be addressed through contractual and partnered lenses, which is more likely to deliver the desired end result than either of these alone.

For any void space and major building works that fall outside of the service charge, Mansfield DC will have an income stream from the tenancies that can be used to cover any ongoing costs and create a sinking fund for future use.

For the associated public realm, Mansfield DC is in detailed discussions with Severn Trent and the opportunity to access part of their £76m funding for rainwater mitigation measures in Mansfield. Severn Trent is investing in Mansfield with the aim of diverting / delaying water from the main sewerage network at times of heavy rainfall. Severn Trent would take responsibility over the public realm element of the Mansfield Connect project and would provide the funding for these installations (such as a rain garden, permeable paving and grey water storage solutions) as well as covering the ongoing maintenance costs for the length of the lease. This would remove the responsibility to cover these costs from Mansfield DC.

There is an ambition to create a more energy efficient and sustainable building as part of the refurbishment and although this may result in increased upfront costs, the ongoing operational costs will be reduced, thus reducing the financial obligation on both Mansfield DC and the tenants.

As part of their continuity remit, PRD will be commissioned to provide an overview of the current operational set-up at the Civic Centre and provide a comparator with the anticipated set-up at Mansfield Connect, so that any risks and opportunities can be considered by MDC in the earliest stages of the projects and mitigation measures factored into the design and build process.

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**Upload further information  
(optional)**

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## **Set out proportionate plans for monitoring and evaluation**

Mansfield District Council is committed to robust monitoring and evaluation across all of its service areas, programmes and projects; the principles for this are established within the Council's Corporate Plan. This is in line with its current and previous responsibilities for its capital programme and other external funding regimes.

This commitment and ethos will be ingrained within LUF programme from the

outset; the programme forms an integral part of our response to the challenges facing residents in Mansfield, and we recognise that good evidence has a crucial role to play both in driving successful delivering and in informing future delivery approaches. In the case of Mansfield Connect, Mansfield DC will be supported by Arc and PRD to monitor and deliver.

We will ensure that all opportunities are taken to ensure that activities in Mansfield Connect tie back to measurable benefits and impacts that are aligned to our LUF priorities are taken. For example, this will include working with established partners and programmes locally and sub-regionally to ensure that construction and operational labour force and supply chains are localised as far as possible and that tenants within the delivered assets sign up to measurable commitments to support LUF priorities, through the inclusion of social value deliverables within the lease or licensing agreements they enter into respectively with MDC (an approach commonly known as outcomes-based leasing). Performance monitoring regimes within these approaches will actively target and capture LUF-related outputs and outcomes.

Our approach will be framed by DLUHC's monitoring and evaluation approach as set out within the guidance – and we will work closely with DLUHC to:

1. Design our specific approach post inception;
2. Provide ongoing information returns on inputs, outputs (and where relevant outcomes) as required throughout the course of delivery;
3. Undertake our own project level evaluation; and
4. Support DLUHC as needed in the programme level evaluation.

The monitoring and evaluation process will be multi-dimensional in its purpose, and will look to go beyond 'a box ticking exercise' to deliver useful and meaningful insights for a range of audiences. These audiences are likely to comprise strategic partners (government and local policy makers) and local partners (local residents, businesses and interest groups). While specific research questions will be defined as part of a formal evaluation framework (see below), the work will look to broadly cover four interlinked research dimensions:

- Impact: Has the programme been effective in terms of impact achieved versus the outcomes targeted?
- Process: Has the programme been delivered efficiently from a process, management and governance perspective?
- Value for money: Taking into account the breadth of evidence on delivery effectiveness and efficiency, has the programme delivered clear value for money?
- Learning: What lessons are relevant for strategy development and delivery (both locally in Mansfield, but also for policy makers and professionals more broadly)?
- The specific approach to monitoring and evaluation will be guided by:
  - Formal national evaluation and appraisal guidance as set out within the Magenta and Green Books
  - Programme wide monitoring and evaluation guidance for the LUF
  - The recent Making Mansfield Corporate Plan, Town Investment Plan and Town Centre Masterplan, which together set the local strategic context
  - The Theory of Change for the programme, which confirms the change being targeted and how success is defined.

Our proposed approach to monitoring and evaluation activity is summarised below:

**Phase 1: Evaluation framework.** Once the final delivery scope is confirmed, a detailed evaluation framework will be developed, which provides clear parameters for the evaluation and in doing so, sets out: the final theory of change for the project, the final research questions for the evaluation, the final set of outputs, outcomes and impacts, and the research approach / methodology. Importantly, this will also establish the approach to reporting progress and impacts to different project funders; ideally a single evaluation approach will be established which meets the needs of these different partners.

**Phase 2: Baseline.** Once output and outcome measures are finalised, work will be undertaken to establish the final baseline position. While this is largely already in place, there may be one or two areas where further research is required to fill gaps



Phase 3: Ongoing monitoring. Once delivery is underway, evidence will be collected on an ongoing basis where possible. While many of the impacts will not crystallise under after the end of delivery, there will be some short-term changes which are worth tracking (e.g. short term changes to footfall flows and numbers of people being supported). This 'formative' evaluation approach will allow the team to learn and take action whilst projects are in the delivery phase.

Phase 4: Summative evaluation. The final evaluation will take place once delivery is complete; ideally this will be 6 months to a year after the end of delivery (to allow the interventions time to 'bed in'); however, timing will ultimately be guided by DLUH expectations. While the format and content of the report will follow any expectations set by programme funders, we would expect it to contain: all final data on impact, narrative on the delivery process, an examination of the strategic added value of delivery (taking into account partnership working, leveraging of funding, examples of leadership and influence), key achievements and lessons learnt, and recommendations and forward planning (where relevant).

Given the breadth of projects within the programme, the metrics identified are relatively diverse. They also aim to capture both the quantitative and qualitative impacts of the interventions, recognising that many of the ultimate outcomes being targeted related to more intangible factors relating to the lived experiences of programme beneficiaries. Example metrics include:

- Outputs – amount of space provided by type, scale and type of environmental improvements, partners and communities engaged
- Outcomes – numbers of residents and businesses being supported to achieve outcomes (e.g. training and business growth), number of jobs support, financial savings for public sector partners, health outcomes
- Impacts – impacts on town centre footfall, vacancy and spend, land value, perceptions, resident wellbeing.

Given the breadth of the metrics, evidence collection will draw on a diverse range of sources, including monitoring information collected by the project delivery team, bespoke monitoring put in place by key partners such as West Notts College and NTU, data from third parties such as commercial agents, and bespoke primary research to understand perceptions and individual experiences.

Cutting across all data collection will be a focus on understanding the additionality of impacts recorded / achieved.

Performance management across the stages of the project will include an active approach to both securing and measuring and monitoring social value impacts that are aligned to LUF priorities and deliverables. Overall responsibility for oversight will reside with the Senior Responsible Officer (as per management of the LUF investment) but these matters will also be a live consideration for the Project Stakeholder Group (performance, partner support, impact improvement) and within the contract management provided by Arc (design and construction) and within Mansfield's own facilities management service model.

An evaluation will be undertaken by external consultants who will be commissioned to undertake the evaluation framework at the start of the programme, and to work with the Levelling Up Fund Project Manager throughout the delivery programme.

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## Senior Responsible Owner Declaration

Upload pro forma 7 - Senior Responsible Owner Declaration

Mansfield DC Mansfield Connect - Proforma 7 v FINAL.docx

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## Chief Finance Officer Declaration



## **Publishing**

**URL of website where this bid  
will be published** <https://www.mansfield.gov.uk/>

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## **Additional attachments**

### **Additional file attachment 1**

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<b>Upload attachment</b>	Mansfield Connect - Architectural Drawings.pdf
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### **Additional file attachment 2**

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<b>Upload attachment</b>	Mansfield Connect - Programme.pdf
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### **Additional file attachment 3**

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<b>Upload attachment</b>	Mansfield Connect - Governance Structure.pdf
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### **Additional file attachment 4**

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<b>Upload attachment</b>	Mansfield Connect - Partners Memo of Understanding.pdf
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### **Additional file attachment 5**

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<b>Upload attachment</b>	Mansfield Connect - Town Centre Masterplan Summary.pdf
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### **Additional file attachment 6**

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<b>Upload attachment</b>	Mansfield Connect - Register of Title.pdf
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### **Additional file attachment 7**

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<b>Upload attachment</b>	Mansfield Connect - Ben Bradley MP Letter of Support.PDF
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### **Additional file attachment 8**

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<b>Upload attachment</b>	Mansfield Connect - Nottinghamshire CC Letter of Support.pdf
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### **Additional file attachment 9**

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<b>Upload attachment</b>	Mansfield Connect - Vision West Notts College Letter of Support.pdf
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### **Additional file attachment 10**

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<b>Upload attachment</b>	Mansfield Connect - Nottm Trent University Letter of Support.pdf
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### **Additional file attachment 11**

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<b>Upload attachment</b>	Mansfield Connect - Mansfield CVS Letter of Support.pdf
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**Additional file attachment 12**

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<b>Upload attachment</b>	Mansfield Connect - Severn Trent Letter of Support.pdf
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**Additional file attachment 13**

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<b>Upload attachment</b>	Mansfield Connect - Fly Around Link.docx
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**Additional file attachment 14**

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<b>Upload attachment</b>	Mansfield Connect - Options Development and Scoping Assessment - September 2021.pdf
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**Additional file attachment 15**

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<b>Upload attachment</b>	Mansfield Connect - Project Vision & Delivery Plan.pdf
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