

additional papers 1



Council

Mon 25 Jan
2021
7.00 pm

Microsoft Teams

REDDITCH BOROUGH COUNCIL

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**If you have any queries on this Agenda please contact
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Council

Monday, 25th January, 2021

7.00 pm

Virtual Meeting - Teams

Agenda

Membership:

Cllrs:	Gareth Prosser (Mayor)	Peter Fleming
	Julian Grubb (Deputy Mayor)	Andrew Fry
	Salman Akbar	Bill Hartnett
	Joe Baker	Ann Isherwood
	Tom Baker-Price	Wanda King
	Roger Bennett	Anthony Lovell
	Joanne Beecham	Gemma Monaco
	Juliet Brunner	Nyear Nazir
	Michael Chalk	Mike Rouse
	Debbie Chance	Mark Shurmer
	Greg Chance	Yvonne Smith
	Brandon Clayton	David Thain
	Matthew Dormer	Craig Warhurst
	John Fisher	Jennifer Wheeler

11. Blue Light Hub - Middlehouse Lane Report - (report to follow) (Pages 1 - 12)

NOTE: The exempt appendix (Appendix 5) attached for this item has only been made available to Members and relevant Officers. Should Members wish to discuss Appendix 5 in any detail, a decision will be required to exclude the public and press from the meeting on the grounds that exempt information is likely to be divulged, as defined in paragraph 3 of Schedule 12 (a) of Section 100 1 of the Local Government Act 1972, as amended by the Local Government (Access to Information) (Variation) Order 2006.

(Paragraph 3: Subject to the “public interest” test, information relating to the financial and business affairs of any particular person (including the authority holding that information)).)

12. Outdoor Fitness Equipment (report to follow) (Pages 13 - 22)

The covering report and Appendix A area attached. Appendix B will follow in a further supplementary agenda pack.

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Blue Light Hub – Middle House Lane

Relevant Portfolio Holder	Cllr Matthew Dormer, Portfolio Holder for Planning, Economic Development, Commercialism and Partnerships
Portfolio Holder Consulted	Yes
Relevant Head of Service	Claire Felton, Head of Legal, Democratic and Property Services
Wards Affected	Abbey Ward
Ward Councillor Consulted	N/A
Non-Key Decision	
This report contains exempt information as defined in Paragraph 3 of Part I of Schedule 12A to the Local Government Act 1972, as amended	

1. SUMMARY OF PROPOSALS

For the last four years officers have been working with colleagues at Hereford and Worcester Fire Authority (H&WFA) and West Mercia Police on a project to replace both the existing fire station and police station serving Redditch, which are no longer fit for purpose. This report explains the impact on the land owned by the Council and recommends a position to enable the next stage of the development to move forward.

2. RECOMMENDATIONS

2.1 Council is asked to RESOLVE that:-

- 1) the Council owned land located at Middle House Lane be declared surplus;**
- 2) the proposed land swap to facilitate the redevelopment of the joint blue light hub, involving the exchange of Council owned land located at Middle House Lane (Plot 1) with land located at Middle House Lane owned by Hereford and Worcester Fire Authority (plot 4) be approved;**
- 3) a remediation strategy for the plots should be developed; and**
- 4) authority be delegated to the Chief Executive and Head of Legal, Democratic and Property Services, following consultation with the Leader, to finalise the heads of terms and to proceed to completion.**

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3. KEY ISSUES

Background

- 3.1 Redditch Fire Station was identified for replacement in 2010. The police station serving Redditch, located centrally in Redditch, has also now reached the end of its serviceable life and needs replacement or major refurbishment.
- 3.2 The aspiration is to build a new joint fire and police station utilising two areas of land adjacent to the current existing fire station location, owned by Worcestershire County Council (WCC) and Redditch Borough Council (RBC). It is hoped that the existing police station site will be developed as part of the Towns Fund as the Council has applied to utilise £1m of funding from the initial allocation to facilitate this. As detailed in the Towns Investment Prospectus (TIP) the anticipated usage is for a much Digital Manufacturing and Innovation Centre.
- 3.3 The Blue Light Hub project is supported through the One Public Estate (OPE) initiative, with the aim of maximising value for the publicly owned estate through collaboration and partnership working. The current fire station site is owned by Hereford and Worcester Fire Authority (H&WFA) and using the other sites in Redditch Borough and Worcestershire County Council ownership provides a potentially good solution by maintaining the location from which fire service operational response is delivered, thereby reducing any negative impact on H&WFA fire cover response for the area.
- 3.4 A significant amount of work has been undertaken to facilitate a project to deliver a new fire and police station at this location and there have been several factors that have been considered during this process. These include:
- a) The amount of land required to facilitate a new fire station site and the amount of land remaining to deliver housing in line with the requirements of the local development plan and other planning requirements.
 - b) The potential to facilitate a joint Police and Fire service facility (a 'blue light hub') at the location, which will provide the advantages of other blue light hubs and enable replacement of the current existing Police station and freeing that site for potential redevelopment.
 - c) Potential location of any facility (fire station, or combined police and fire station), to calculate the land required from each of the freehold owners, to inform any agreement to acquire the required land as

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part of a potential “land swap” arrangement. Separate valuations have been undertaken by H&WFA and the Borough Council.

- d) The risk of ground contamination across the three sites and subsequent impact on the financial viability of the project.
- e) Costs for the desired facility.

3.5 An options appraisal commissioned by H&WFA has identified a preferred option of the location of the facility on the combined H&WFA/WCC/RBC sites. The operational requirements for a joint police and fire station (blue light hub) have been established and from this assessment an estimate of the site requirements has been mapped out. This has been used to determine a site layout (“block plan”) applied to the combined site. The results of this exercise indicate that this preferred option will allow for circa 8 dwellings on the remainder of the combined site, which will align with the local development plans for Redditch. This provides for a good blue light hub layout providing adequate parking and training facilities. This is the optimum use of the combined site and is represented in Appendix 2.

3.6 For the “preferred option” discussed above, the land uptake requirement breakdown is set out below with the total land uptake for the combined blue light hub comprising 0.82ha/ 2.03acres.

- a) Proportion of HWFRS land uptake on the combined hub: 29% of HWFRS total land ownership.
- b) Proportion of the WCC land uptake on the combined hub: 100% of WCC total land ownership.
- c) Proportion of RBC land update on the combined hub: 58% of RBC total land ownership.
- d) Total residual land for housing development: 1.36acres.

Financial Implications

3.7 The successful development of a Blue Light Hub under these proposals is subject to the construction costs and tender price for the joint Fire/Police station being within budget.

3.8 Separate valuations have been commissioned to ensure independence. One needs to take into account the wider benefit to the Borough of having the blue light joint hub close to the town centre and the subsequent redevelopment of the current police station. In addition, the current site is an area where development is needed, and it is unlikely that this would be forthcoming without the joint hub project.

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3.9 Further information about the valuations for each section of land owned by H&WFA, Redditch Borough Council and Worcestershire County Council is provided in Appendix 5.

3.10 Redditch Borough Council will ultimately own Plot 4 and Plot 5.

Legal Implications

3.11 Following extensive discussion between officers initial Heads of Terms are in the process of being finalised, subject to Member decision to enable the land swap between the Fire and the Borough Council to be delivered and in readiness for the next steps of the development to be actioned.

3.12 The current land ownership is as follows:
a) The H&WFA land comprises 0.867 acres. (Plot 3 and 4)
b) The RBC land consists of 1.781 acres (Plot 1 and 5)
c) The WCC land comprise of 0.746 acres. (Plot 2)

3.13 A map, setting out current land ownership, can be viewed at Appendix 1 for identification purposes only.

3.14 Should the land swap be agreed then Plot 4 will be transferred to Redditch Borough Council with the current fire station demolished. This will take place once the new joint hub is completed on Plot 1 which will be transferred by RBC to HWFA prior to the completion of the Transfer of Plot 4 from HWFA to RBC. Plot 4 will be protected by entering into an Estates Contract and registering RBCs interest at the Land Registry A comprehensive residential redevelopment can then be explored by the Council and Worcestershire County Council. Remediation of the Plots will be the responsibility of the Purchaser post completion.

Service / Operational Implications

3.15 The development of a Blue Light Hub successfully under these proposals would be subject to the granting of planning permission for the joint Fire/Police station.

Customer / Equalities and Diversity Implications

3.16 There are no specific equality or diversity implications.

4. RISK MANAGEMENT

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- 4.1 It has been accepted by H&WFA that the risk associated with the demolition of the current fire station will sit with the Fire Authority. This mitigates any risk to the Council and will enable a clear remediated site to be passed for residential development once the new hub is built.

5. APPENDICES and BACKGROUND PAPERS

- Appendix 1 – Current Land Ownership Map
- Appendix 2 – Blue Light Hub Option – Map
- Appendix 3 – Overlay of Land Ownership on Development Proposal
- Appendix 4 – Map showing Plots 4 and 5
- Appendix 5 – Land Valuations

AUTHOR OF REPORT

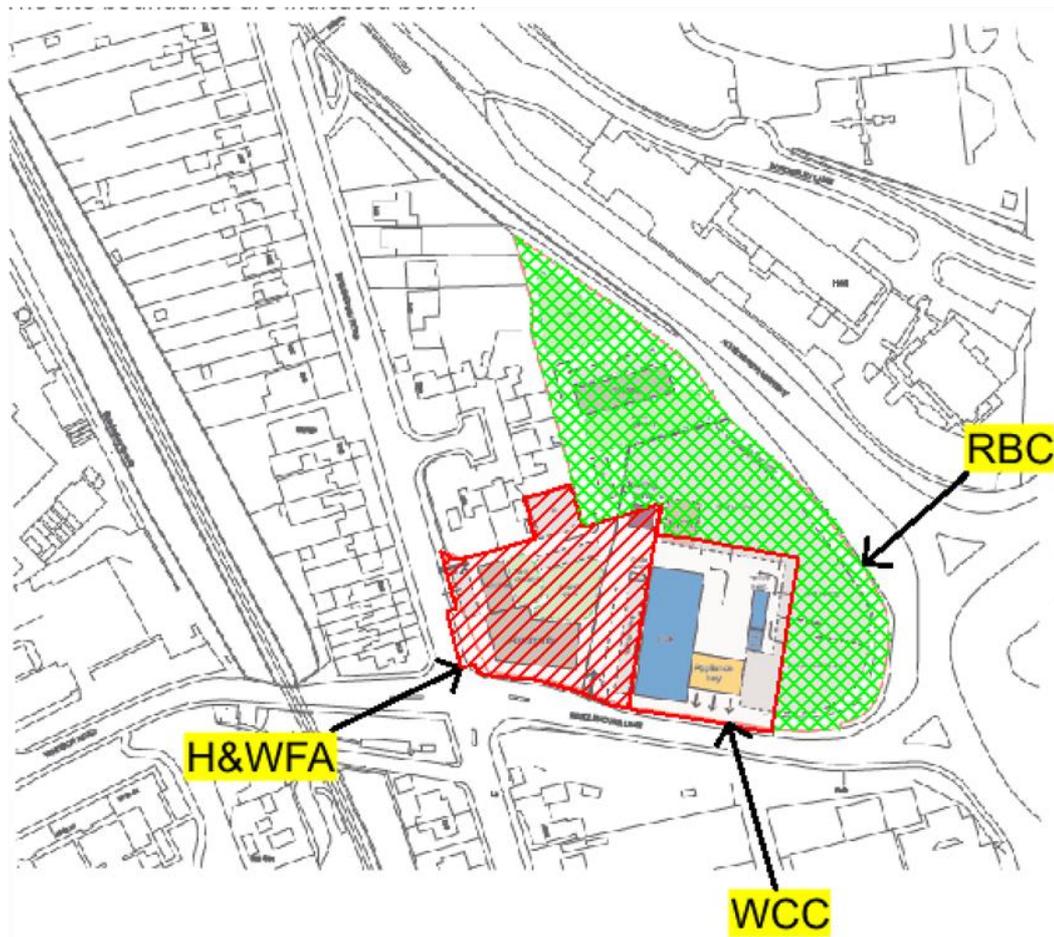
Name: Claire Felton, Head of Legal, Democratic and Property Services
Email: c.felton@bromsgroveandredditch.gov.uk
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APPENDIX 1: Current Land Ownership Map

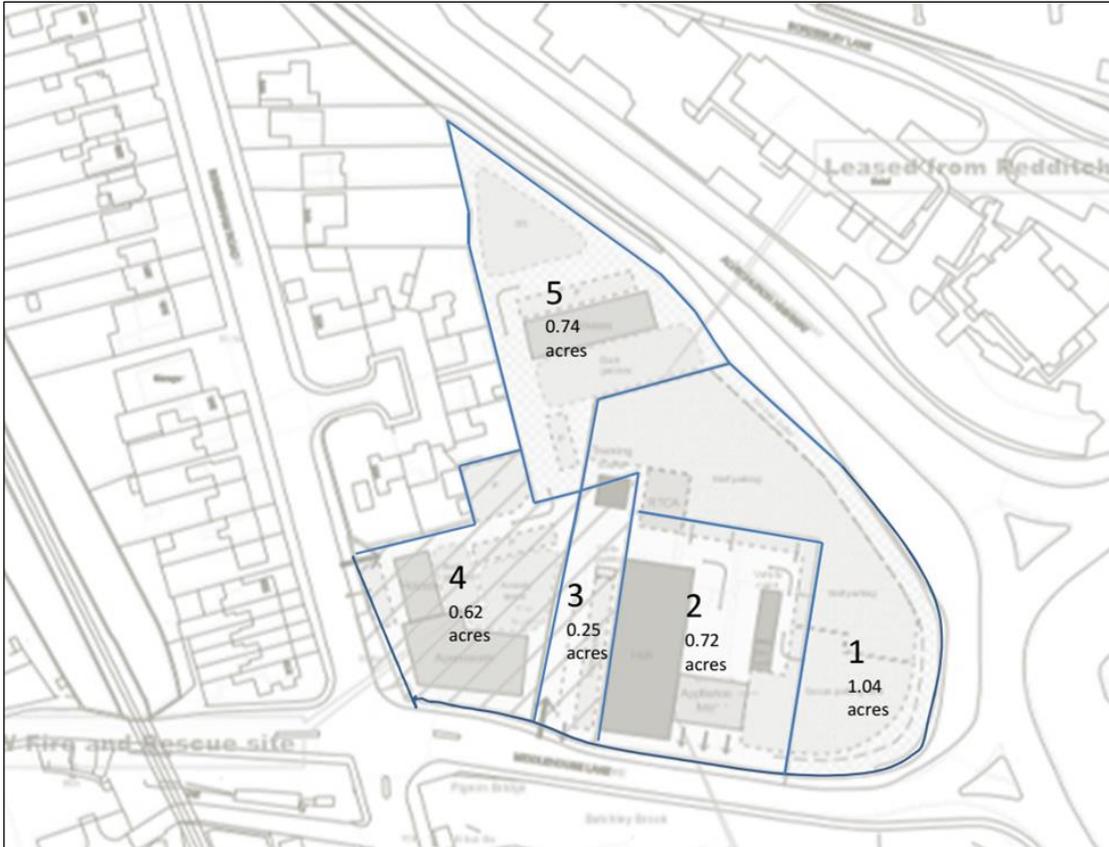
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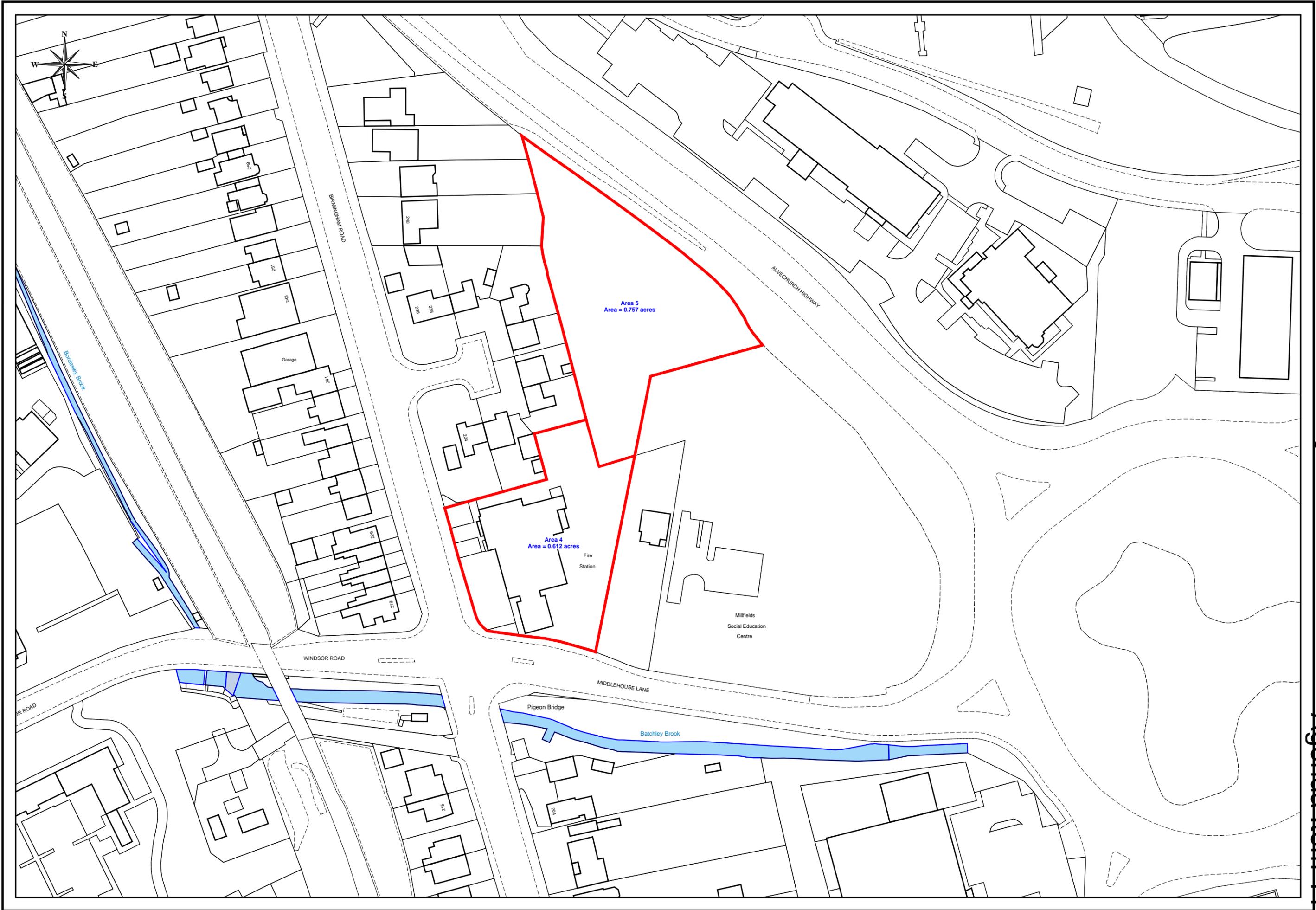


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APPENDIX 3: Overlay of Land Ownership on Development Proposal





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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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Outdoor gym facility at Abbey Stadium

Relevant Portfolio Holder	Cllr Mike Rouse
Portfolio Holders Consulted	Yes
Relevant Heads of Service	Ruth Bamford Chris Forrester
Wards Affected	All Wards
Ward Councillor Consulted	N/A

1. SUMMARY OF PROPOSALS

This report requests the transfer of Section 106 monies to Rubicon Leisure for the purpose of constructing an outdoor gym facility at the Abbey Stadium.

2. RECOMMENDATIONS

Council is asked to RESOLVE that

- 1. authorisation is granted for Section 106 (S106) monies in the amount of £257,273.02 to be transferred to Rubicon Leisure in line with the attached business case and S106 agreements for the construction of an outdoor gym facility at the Abbey Stadium.**
- 2. the Head of Financial and Customer Services, Head of Legal, Equalities and Democratic Services and Head of Planning, Regeneration and Leisure Services are authorised to finalise the detail for the release of S106 monies for the outdoor fitness project in consultation with Rubicon Leisure and the relevant portfolio holder.**

3. KEY ISSUES

- 3.1 The S106 monies were allocated for use for leisure provision at the Abbey Stadium and this transfer is in line with these agreements.
- 3.2 The building of the outdoor gym facility is a proposal from Rubicon Leisure to the Council to maximise community benefit and enhance the offering of Rubicon at the Abbey Stadium. It will also promote healthy living which is a key area of focus for the Council.
- 3.3 The business case attached as Appendix A details the proposal in full. Also attached as Appendix B is Abbey Stadium Outdoor Functional Offer Proposal.

Financial Implications

- 3.4 There will be no costs to the Council's general fund. The monies being transferred are S106 monies which are effectively ringfenced amounts. This transfer ensures that they are being spent in line with the agreements.

Legal Implications

- 3.5 Legal services have been consulted and have participated in the creation of the attached business plan. The proposed scheme is compliant with the S106 agreements.

Service/Operational Implications

- 3.6 The new facilities will enhance the offering of Rubicon Leisure and promote healthier lifestyles in the Borough.

Customer / Equalities and Diversity Implications

- 3.7 None

4 RISK MANAGEMENT.

- 4.1 There is a risk that if the monies are not spent in time then they will have to be repaid to developers.

5. APPENDICES

Appendix A: Business case

Appendix B – Abbey Stadium Outdoor Functional Offer Proposal

6. BACKGROUND PAPERS

None

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Five Case Model - Business Case Template

Outline Business Case

ABBAY STADIUM SPORTS CENTRE – OUTDOOR FUNCTIONAL FITNESS AREA

Author:	Simon Ingyon, Managing Director, Rubicon Leisure Limited
Date:	18 December 2020
Release Version:	Vr4

Contents

The Outline Business Case

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1. Executive Summary

Rubicon Leisure Limited propose to develop a new functional fitness outdoor gym area measuring approximately 225 metres squared at the rear of the centre between the main building and the athletics track. The new outdoor gym facility could accommodate up to 30 people exercising safely outdoors at any one time, increasing the gym capacity at the site by 30% from 100 (pre-covid-19 pandemic capacity – current safe operating level indoors is reduced to 60 people) currently at the indoor gym to 130 per hour across the existing gym and proposed new outdoor facility.

The outdoor functional fitness area facility is estimated to cost approximately £255,000. It is proposed that this project is financed by Section 106 funds secured through contributions from three local housing development schemes for improvement in sport and/or fitness provision so the local residents moving into houses in the developments can access local amenities. The gym and fitness classes are the busiest area of the Abbey Stadium Sports Facility with pre-pandemic membership levels at approximately 2,850 members the highest the centre has seen. The proposal will widen the range of exercise facilities available to the centres users, provide something unique in the borough and provide additional capacity to help the Redditch community to recover stronger from the pandemic.

Rubicon Leisure are proposing to procure the new facility through the UK Leisure Framework, with Alliance Leisure project managing the development. ,

The proposal will help meet the Council's and Rubicon's aims and objectives of increasing physical activity opportunities and supporting people to improve their health and wellbeing and provide extra capacity to accommodate the increased demand placed on facilities by the new housing developments. Access to the facility will be open to all through the Abbey Stadium Sports centre and specific targeted activity sessions run by Rubicon Leisure in partnership with the council's Sports Development Officers will ensure the facility is used by those in the community who wish to use an outdoor functional fitness training facility to improve their health.

The Executive are recommended to approve the funding of the proposed outdoor functional fitness area at the Abbey Stadium Sports Centre.

2. Introduction

One of Redditch Borough Council's key strategic purposes is 'to help people live independent, active and healthy lives'. Rubicon Leisure as the Council's trading company fully supports this purpose by managing the council's Abbey Stadium Sports Centre amongst other facilities to encourage everyone to be more active through a wide variety of sports and fitness related facilities and opportunities. Currently the Abbey Stadium Sports Centre in a usual operational year has approximately 400,000 attendances across the range of sports facilities including the swimming pool, sports hall, gym, group exercise studios and athletics track.

The council has required as planning gain a total of £257,431.22 of capital investment from three local housing development schemes for off-site contributions towards improving the boroughs playing pitches and/or sports facilities.

The three schemes are:

12-120/OUT Weights Lane – £100,195.75 (index linked) to expend the off-site playing pitches contribution only on the provision and/or improvement of the quality of play pitches and/or sports facilities in Redditch.

13-289 Land off Dixon close - £17,418.97 (Index linked) to expand the Play and Sports Facilities contribution on the improvement of the quality of playing pitches and/or sports facilities in and around the borough of Redditch.

2014/256/OUT Phase II Brockhill East - £139,816.50 (Index linked) to use the Playing Pitch contribution towards Abbey Stadium Facilities or within the strategic site.

3. The Strategic Case

A new functional training area is the key facility investment at the Abbey Stadium which would generate the most amount of attendances, be used by the widest variety of centre users, have the greatest community benefit and contribute the most to the Council's and Rubicon's key priorities of improving health and wellbeing and increasing activity and is therefore the preferred option.

In line with Industry trends the project scope at Abbey Stadium is intended to develop a large outdoor secure fitness facility primarily focused on functional boot camp type exercise classes. The outdoor facility would comprise the following;

- A flat marked out outdoor fitness surface which is suitable for customers to either train in a group via an instructor or independently
- A large outdoor fitness rig which offers numerous fitness exercises
- Lifting rigs
- Fencing
- Lighting
- A weather-proof cover in the form of a sail / covering type system
- A range of fitness equipment to compliment the fixed rigs within the facility

The proposed facility has the potential of achieving a maximum annual throughput of 148,500 maximum attendances a year based on a capacity of 30 people per hour across the sites opening hours. It is unlikely this would ever be achieved but based on achieving 50% occupancy across the first year of operation it could aim to reach 74,250 attendances

The Abbey Stadiums current gym and fitness class membership base is 1,648 (pre COVID-19 it was at a high of 2,883 members). Rubicon Leisure estimate, based on industry figures, that 40% of the current members would use the proposed new facility, it would provide a new attractive element to encourage the 1,200 members who have postponed their membership during the pandemic to return but in addition the site would expect to attract new customers too, particularly those moving into the new housing developments locally. As a reminder the term 'member', refers to anyone who signs up to participate regularly in the gym, swimming or fitness classes. Membership is open to anyone and there are a number of concessionary schemes available to encourage everyone to take part in their activity of choice at the Abbey Stadium.

Research has shown that exercising outdoors provides all the physical benefits of indoor exercise (blood flow, improved cardiovascular health, improved strength, flexibility, endurance) but can also provide:

- Vital exposure to sunlight that increases important levels of Vitamin D.
- A boost to your immune system (green exercise)
- Fresh air, grass, trees, and colours of the natural environment have a positive impact on mental health and physical well-being
- An average of 30 minutes spent in nature leads to increased physical activity and lower prevalence of high blood pressure and depression.

With the Covid-19 pandemic due to continue for the foreseeable future (until the vaccine is rolled out widely in society) offering exercise in an outdoor environment is currently perceived to be a safer way to exercise and keep fit.

In line with the benefits above, trends are already appearing in the Industry with some operators such as David Lloyd already providing facilities outdoors for people to exercise safely enjoying the benefits of exercising outdoors as detailed above.

4. The Economic Case

The proposed new functional fitness outdoor gym area is an extension of the gym and fitness class programme at the Abbey Stadium sports centre, providing an area for individuals to train by themselves and a different kind of outdoor studio for group exercise/fitness classes for a wide variety of groups. The 'functional' element of the gym training facility proposal relies predominantly on using an individual's own body weight as the resistance in training, using a variety of equipment to test all of the bodies muscle groups as well as stamina and strength training. In theory, it combines the best of the gym together with group exercise in an outdoor setting which is growing in popularity and is available for anyone to use following an appropriate induction and guidance as part of the membership package offered by Rubicon Leisure.

The approximate main costs in delivering the proposed facility improvement scheme are as follows:

Professional fees for design and planning permission including site surveys - £33,000

Constructions costs £35,000

Specialist sports surfacing 225m² - £70,000

Storage container - £16,000

Roof covering to provide some shelter and shade - £35,000

Equipment - £53,000

Sub Total = £242,000

Framework fee - £2,000

Contingency 5% - £13,000

Total = £257,000 (inc VAT)

If the site was to achieve the 50% occupancy estimate in Year 1 of approximately 74,000 attendances/visits then the approximate capital cost of £257,000 works out at approximately £3.47 per visit in Year 1. This costs per attendance/visit usage obviously decreases over time as attendance/visits increase year on year the cost per visit reduces.

The proposal is seen as an add on to the gym facilities and group exercise classes that are available at the Abbey Sports Stadium and it will not be a separate chargeable activity. Therefore, it will not be possible to specifically identify the direct impact on income at the

centre however it would be picked up in overall gym membership income. It is therefore not a specific income generator for the Abbey Stadium or Rubicon Leisure but a proposal which significantly enhances the leisure and specifically the health and fitness offer at the centre available to the whole community to use appropriately.

Leisure Database undertook a latent demand study in April 2019 which estimated a potential latent membership demand of an additional 528 members, (based on pre-pandemic figures). In today's fitness market membership is now very much linked to group exercise classes and the proposed development is looking to increase space to assist in accommodating the identified latent demand growth.

This facility will allow Rubicon Leisure to build on the current work we are doing at the Abbey Stadium to provide targeted health and well-being sessions for local residents. At present we offer Activity Referral, Diabetes and Cancer Referral sessions as well as an immensely popular Senior Circuits programme for the older generation

This project will also allow us to develop new activities in partnership with the Development Services Team at Redditch BC. Within the Service Specification with Redditch BC, Rubicon Leisure provide 12 hours a week of free of charge development time for the Council to provide sessions for the local community. This facility will allow the officers to offer more sessions for the groups they work with to include those residents with health inequality issues within the new development areas related to the funding of this scheme. We intend to offer taster sessions for residents residing in those areas in an attempt to persuade them to join their local gym to improve their participation in physical activity. All of the above will form part of a joint development plan that we are currently looking to devise with Redditch BC Development Services.

5. The Commercial Case

Rubicon's vision is to market this facility to:

- Its existing customers as an added facility and incentive to continue their membership
- New potential customers, such as those residing in new housing developments, as it will be a USP in the area in comparison to other fitness facilities
- Increase the capacity of its current fitness offer
- Build on our targeted Health Intervention Programme and offer outreach sessions to the local community to try and stimulate the awareness of how exercise helps to keep people active and healthy. – see section below for more detail

6. The Financial Case

As with any project a number of assumptions will need to be made within the project plan and cannot be fully tested and reviewed until each phase of the approach is completed. Some of the assumptions with this project are as follows;

- The indicative costs below are at this point estimated as contractors have not been on site to evaluate the scale of ground works required.
- A survey will need to be carried out to understand what supplies and services are located in the area where the proposed facility is being sited.
- Covid 19 has had a significant impact on the health and fitness market and though the latent demand study has identified a further 528 members (based on pre-pandemic figures) would want to join a local fitness facility we would need to be mindful of achieving this additional figure due to the impact of Covid 19 both on the baseline membership figure used in the study and going forward as confidence on joining gyms continues to be prevalent until the risk of contracting the virus is eradicated. In addition, we would need to factor in local competition as the provision of health and fitness in the Town is competitive and local residents have choices in terms of the facility they join.

Lifecycle costs are how much it costs to keep a facility open and fit-for-purpose during its lifetime. This includes the costs for major replacement; planned preventative maintenance and day-to-day repairs. The costs are expressed as a percentage of the capital cost. It's important not to underestimate the importance of regular maintenance and the expenses necessary in maintaining a facility throughout its life. Based on data from Sport England a 25year cost model is usually used to determine the lifecycle costs for outdoor sports facilities for the main fabric of the new proposed facility.

This would include the specialist sports surface, fencing and sports floodlights and container and an estimate of 3% of the capital cost is used for contributions towards a sinking fund and 0.5% for ongoing maintenance costs is average across a range of outdoor sports facilities such as Multi-use games areas, Tennis courts and artificial grass pitches. With regards to the specialist sports equipment and expecting it to get heavy usage and for it to stand up to the elements a 5-10 year replacement costs is anticipated. The £45,000 equipment cost would then be depreciated at £4,500 over 10years or £9,000 over 5 years in terms of providing replacement kit in a sinking fund and a maintenance cost of 4% of approximately £1,800 per annum.

All ongoing revenue costs would be the responsibility of Rubicon Leisure and it is estimated that the Sinking Fund contributions and maintenance costs together with other operational costs as well as any additional staffing costs for fitness instructors would be covered by Rubicon and would be offset by additional memberships taken out at the Abbey Stadium. It is estimated that annual revenue costs for operating the new facility are approximately £60,000 per annum and include contributions for sinking fund and ongoing maintenance as well as operational costs as mentioned above. This equates to approximately 150 new members at the Abbey Stadium paying monthly all-inclusive fee to access the gym including the new outdoor gym area, group exercise fitness classes and swimming. 150 members attending the Abbey Stadium facility for 3 times a week equates to approximately 23,400 attendances per annum.

7. The Management Case

It is proposed that a three way project group is established to move this scheme forward if approved which will be led by Rubicon Leisure, with support from the Council as the freeholder with responsibility for discharging the Section 106 funding as legally agreed with Rubicon determining the procurement route which at the moment is through procuring Alliance Leisure to develop and deliver the scheme at the Abbey Stadium.

8. Next Steps**Broad timelines for delivery of this project**

<u>Project Stage</u>	<u>Estimated Timeline</u>
Submission of Report to RBC / Executive Committee Approval	January 2021
Draw down of funds as necessary	April – July 2021

Conclusion

Rubicon Leisure is very happy to recommend this proposal to Redditch Borough Council and believes this is a viable project funded by Section 106 contributions as there is no financial capital outlay to the company or the Council and the proposed use is compliant with the legal agreements between the Council and the Developer. Any ongoing revenue costs would be covered by fees for usage and these revenue costs include maintenance and sinking fund contributions as well as operational costs.

The project has many benefits and will increase the overall offer at Abbey Stadium as well as hopefully giving the Council and Board members confidence that investment into the site has both financial and social return on investment and contribute to the aims of improving the health and wellbeing of the local community and in particular the new residents of the proposed developments.