

Public Document Pack



RUSHMOOR BOROUGH COUNCIL

CABINET

*at the Council Offices, Farnborough on
Tuesday, 14th July, 2020 at 5.00 pm*

To:

Cllr D.E. Clifford, Leader of the Council
Cllr K.H. Muschamp, Deputy Leader and Customer Experience and Improvement
Portfolio Holder

Cllr Marina Munro, Planning and Economy Portfolio Holder
Cllr A.R. Newell, Democracy, Strategy and Partnerships Portfolio Holder
Cllr M.L. Sheehan, Operational Services Portfolio Holder
Cllr P.G. Taylor, Corporate Services Portfolio Holder
Cllr M.J. Tennant, Major Projects and Property Portfolio Holder

Enquiries regarding this agenda should be referred to Chris Todd, Democracy and
Community, on 01252 398825 or e-mail: chris.todd@rushmoor.gov.uk

A G E N D A

1. **MINUTES** – (Pages 1 - 4)

To confirm the Minutes of the meeting held on 2nd June, 2020 (copy attached).

2. **RUSHMOOR BOROUGH COUNCIL BUSINESS PLAN - 2020/23** – (Pages 5 - 14)
(Cllr Adrian Newell, Democracy, Strategy and Partnerships Portfolio Holder)

To consider Report No. DCS2001 (copy attached), which seeks approval of the Council's three year Business Plan, for submission to the Council on 30th July, 2020.

3. **FARNBOROUGH LEISURE AND CIVIC HUB – APPROVAL OF OUTLINE BUSINESS CASE AND NEXT STEPS** – (Pages 15 - 80)
(Cllr Martin Tennant, Major Projects and Property Portfolio Holder)

To consider Report No. RP2009 (copy attached), which sets out a proposal to carry out a detailed feasibility study for the potential development of a combined leisure centre and civic hub, within the proposed Farnborough Civic Quarter.

4. **REGENERATING RUSHMOOR PROGRAMME - UNION STREET, ALDERSHOT REGENERATION SCHEME** – (Pages 81 - 88)
(Cllr Martin Tennant, Major Projects and Property Portfolio Holder)

To consider Report No. RP2011 (copy attached), which sets out an update in relation to the redevelopment of Union Street, Aldershot.

5. **EXCLUSION OF THE PUBLIC –**

To consider resolving:

That, subject to the public interest test, the public be excluded from this meeting during the discussion of the undermentioned item to avoid the disclosure of exempt information within the paragraph of Schedule 12A to the Local Government Act, 1972 indicated against such item:

Item No.	Schedule 12A Para. No.	Category
6	3	Information relating to financial or business affairs

6. **UNION STREET, ALDERSHOT REGENERATION - LAND ASSEMBLY** – (Pages 89 - 138)
(Cllr Martin Tennant, Major Projects and Property Portfolio Holder)

To consider Exempt Report No. RP2010 (copy attached), which sets out proposals to secure the vacant possession of land within the Union Street, Aldershot regeneration site.

CABINET

Meeting held on Tuesday, 2nd June, 2020 at 5.00 pm via Microsoft Teams and streamed live.

Voting Members

Cllr D.E. Clifford, Leader of the Council
Cllr K.H. Muschamp, Deputy Leader and Customer Experience and Improvement
Portfolio Holder

Cllr Marina Munro, Planning and Economy Portfolio Holder
Cllr A.R. Newell, Democracy, Strategy and Partnerships Portfolio Holder
Cllr M.L. Sheehan, Operational Services Portfolio Holder
Cllr P.G. Taylor, Corporate Services Portfolio Holder
Cllr M.J. Tennant, Major Projects and Property Portfolio Holder

The Cabinet considered the following matters at the above-mentioned meeting. All executive decisions of the Cabinet shall become effective, subject to the call-in procedure, from **15th June, 2020**.

109. MINUTES –

The Minutes of the meeting of the Cabinet held on 28th April, 2020 were confirmed.

110. 2020-21 BUDGET AND MEDIUM TERM FINANCIAL STRATEGY - COVID-19 IMPACT –

(Cllr Paul Taylor, Corporate Services Portfolio Holder)

The Cabinet considered Report No. FIN2017, which set out the current forecast of the impact from Covid-19 on the Council's 2020/21 budget.

The Cabinet was informed that the current position was set out in Table 1 of the Report and this showed a net adverse impact of £633,165, after allowing for emergency funding provided by the Government. The Report set out an update in relation to the Council's commercial property investments and investment income. It was reported that Farnborough International had approached members of the funding consortium to seek a deferral of interest payments in relation to the exhibition centre loan, in light of the cancellation of the 2020 Airshow. It was clarified that the shortfall in the Council's finances would be funded from reserves in the short term but that it was likely that further savings would need to be identified over the period of the Medium Term Financial Strategy.

The Cabinet RESOLVED that

- (i) the forecasted financial impact of Covid-19, as set out in Report No. FIN2017, be noted;
- (ii) the establishment of the Treasury Management Reserve, as set out in Paragraph 5.5 of the Report, be approved; and

- (iii) the agreement in principle of the deferment of interest on loans to Farnborough International Limited, subject to the completion of the due diligence process set out in Paragraph 3.12 of the Report, be approved.

111. **COUNCIL BUSINESS PLAN END OF YEAR AND QUARTERLY UPDATE JANUARY - MARCH 2019/20 –**

(Cllr David Clifford, Leader of the Council)

The Cabinet received Report No. ELT2002, which set out progress against the Council Business Plan, as at the end of the fourth quarter of the 2019/20 municipal year. The Report brought together monitoring information in respect of the actions identified as key activities in the three year business plan, including the Council's corporate projects and the Regeneration and ICE Programmes, which had been identified as two key areas of work that were essential in delivering the priorities,. It was confirmed that the Council continued to make good progress in relation to the Regeneration and ICE programmes despite the Council's activities being restricted as a result of Covid-19.

The Cabinet NOTED the progress made towards delivering the Council Business Plan 2019/20 and the end of year position for the key activities that had been identified for the 2019/20 financial year, as set out in Report No. ELT2002.

112. **CORPORATE POLICY & STRATEGY –**

(Mr Paul Shackley, Chief Executive)

The Cabinet considered Report No. CX2005, which set out the Chief Executive's proposed changes to the corporate policy and strategy function of the Council.

The Cabinet was informed that the Council's response to the Covid-19 Pandemic had identified that some of the Council's corporate policy and strategy functions were in need of strengthening. These included the areas of policy response and development, strategy, performance, risk, emergency planning and business continuity and Covid-19 recovery. As part of the reorganisation, it was proposed to create a new role of Assistant Chief Executive, remunerated at Executive Head of Service level, and an associated office to which existing roles supporting the areas concerned would be relocated. It was confirmed that the new arrangements would release a large area of responsibility from the existing Head of Democracy, Strategy and Partnerships, which would enable further resources to be allocated to the Council's activities to support the local community, which had become an area of growth recently. The Chief Executive requested an additional £50,000 across the following two years to support further work in this area.

The Cabinet was supportive of the suggested approach and requested that progress in these key areas was kept under ongoing review.

The Cabinet RESOLVED that

- (i) the challenges faced by the Council, as set out in Report No. CX2005, be noted;

- (ii) changes to the corporate policy and strategy functions, as set out in the Report, and the variation of the budget to allocate the sum of £50,000 from the recently received Government grant to fund the changes, be approved; and
- (iii) the provision of further funding of £50,000 over the following two years, to allow an increased level of community support, be approved.

113. **CLIMATE CHANGE – STRATEGY STATEMENT 2020-2030 –**
(Cllr Ken Muschamp, Deputy Leader of the Council)

The Cabinet considered Report No. DSP2010, which set out a Climate Change Strategy Statement for the Council. The Chairman welcomed Cllr M.J. Roberts to the meeting. Cllr Roberts had requested to address the Cabinet on this matter.

Members were reminded that the Council had declared a climate emergency at its meeting on 20th June, 2019 and had agreed to make its activities carbon neutral by 2030 and to build a more sustainable Borough. Since that time, a considerable amount of work had been undertaken to develop a strategy and action plan. It was explained that this was a starting point and that a number of detailed plans would now be developed to address the key principles and priorities for the Council, as set out in the Report and Strategy Statement. The Climate Change Working Group would continue to play a key role in reviewing the strategy document and draft action plan.

It was acknowledged that work to address climate change had continued to receive cross party support and that the Council now intended to establish a clear process and action plan for taking that work forward.

The Cabinet RESOLVED that Climate Change Strategy Statement, as set out in Report No. DSP2010, be approved.

114. **APPOINTMENTS TO CABINET WORKING GROUPS –**

The Cabinet RESOLVED that

- (i) appointments be made to Cabinet working groups for the 2020/21 Municipal Year as follows:-

Budget Strategy Working Group

Corporate Services Portfolio Holder - Cllr P.G. Taylor

Chairman of Licensing, Audit and General Purposes Committee - Cllr S.J. Masterson

Chairman/Vice-Chairman of Policy and Project Advisory Board - Cllr J.B. Canty

Conservative Group (2) - Cllrs Mrs. D.B. Bedford and C.J. Stewart

Labour Group (2) - Cllrs Gaynor Austin and A.H. Crawford

Liberal Democrat Group (1) - Cllr T.W. Mitchell

Climate Change Working Group

Chairman of Policy and Project Advisory Board - Cllr J.B. Canty

Cabinet Members (2) - Cllrs K.H. Muschamp and M.L. Sheehan

Conservative Group (2) - Cllrs Mara Makunura and C.J. Stewart

Labour Group (2) - Cllrs Gaynor Austin and M.J. Roberts

Liberal Democrat Group (1) - Cllr T.W. Mitchell

Member Development Group

Democracy, Strategy and Partnerships Portfolio Holder - Cllr A.R. Newell

Additional Cabinet Member - Cllr P.G. Taylor

Conservative Group (2) - Cllrs J.B. Canty and S.J. Masterson

Labour Group (2) - Cllrs Nadia Martin and Sophie Porter

Liberal Democrat Group (1) - Cllr T.W. Mitchell

- (ii) the Head of Democracy, Strategy and Partnerships, in consultation with the Leader of the Council, be authorised to make appointments to these Groups during the 2020/21 municipal year, in order to fill vacancies.

The Meeting closed at 5.42 pm.

CLLR D.E. CLIFFORD, LEADER OF THE COUNCIL

CABINET
14 JULY, 2020

COUNCILLOR ADRIAN NEWELL
DEMOCRACY, STRATEGY AND PARTNERSHIPS
PORTFOLIO HOLDER
REPORT NO. DCS2001

KEY DECISION: NO

RUSHMOOR BOROUGH COUNCIL BUSINESS PLAN – 2020/23

SUMMARY AND RECOMMENDATIONS:

This report sets out the proposed update to the Council's three year Business Plan, building on the 16 priorities identified by Cabinet, which support the Vision for Aldershot and Farnborough 2030. The plan includes a range of activities which have been carried forward from 2019/20 and a number of new activities. It also takes account of the impact of the Covid-19 pandemic and its longer term effects on the Council's work.

The Cabinet is asked to recommend approval of the Council's three year Business Plan (April 2020 to March 2023) to full Council.

1. INTRODUCTION

- 1.1 This report sets out the proposed update to the three year Business Plan for the Council. The original plan ran from April 2019 to March 2022 and was approved by Council on the 25th July, 2019. The plan then and in the proposed update, sets 16 priorities for the Council under the four themes of **People, Place, Partnerships** and **Better Pubic Services**, it also identifies key activities the Council will be undertaking in the coming three years. The Council's Business Plan supports the delivery of 'Your future, Your place - A vision for Aldershot and Farnborough 2030'.

2. CONTEXT

- 2.1 The first year of the Council Business Plan saw significant progress with some of the key activities completed and other new areas of work identified. However, the Council has had to adapt to the effect of Covid-19 and it will continue to adapt for the medium term.
- 2.2 Covid-19 has had an unprecedented impact on the residents and businesses in Rushmoor, the local economy and the Council's services. Planning and implementing plans for recovery and the restoration of services will be key. The Council has been working in partnership in ensuring a robust response and, taking account of Government advice, has ensured that the effects have been mitigated where it can. However, the full impacts are still not known and may not be known for quite a while. Covid-19 has also meant that some activities

have been delayed and other priority actions have taken precedence to respond to the pandemic.

- 2.4 To assist in the delivery of the Council Business Plan, the Cabinet approved a new Performance Management Framework for the Council at its meeting on the 31st of March, 2020. The new framework has been developed to act as a tool to strengthen performance management within the authority and to ensure that the Council is delivering against its priorities. The work to implement the new framework is still progressing and will be fully introduced during the year.

3. COUNCIL BUSINESS PLAN UPDATE

- 3.1. During February/March 2020 Heads of Service finalised their three year Service Business Plans. These Service Business Plan have since been reviewed to reflect the implications of Covid-19 and the recovery work being planned by the Council. This process was used to update the key activities which the Council will be undertaking during the next three years although each year they are likely to be updated and changed. Consultation has also taken place with Cabinet Members.
- 3.2 The updated plan (Annex A) sets out the Council's priorities and key deliverables for the next three year Business Plan period (April 2020 to March 2023). The Council's main objectives around regeneration, the ICE programme, green issues and deprivation are still intended as the top priorities.

4. MONITORING

- 4.1 The progress being made towards achieving these activities and actions will be regularly monitored. As set out in the Council new Performance Management Framework, Portfolio Holders will play a key part in the monitoring of the actions and activities in their portfolios and Cabinet will maintain an overview of performance to be reassured that progress is being made to deliver their priorities.

5. CONCLUSIONS

- 5.1. Taking note that Covid-19 will affect the delivery of the Business Plan, the refreshed Council Business Plan reflects the aspirations of Members to make significant improvements to the Borough and support the Vision even in these challenging times.

COUNCILLOR ADRIAN NEWELL
DEMOCRACY, STRATEGY AND PARTNERSHIP PORTFOLIO HOLDER

BACKGROUND DOCUMENTS:
Council Business Plan April 2019 to March 2022
Performance Management Framework

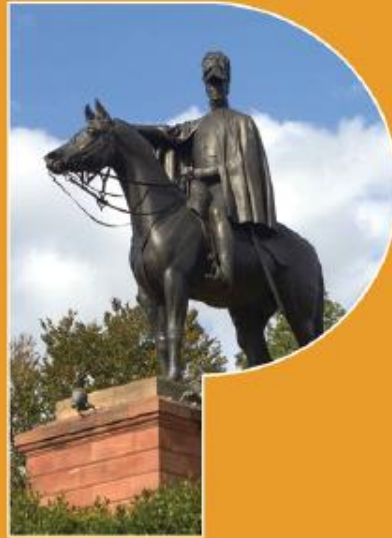
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People



Place



Partnerships



Better
Public Services

Draft Rushmoor Council Business Plan

April 2020 to March 2023

Welcome

We are in challenging times, the like of which none of us has experienced before. The Coronavirus will continue to impact on us all for some time to come. Rushmoor Borough Council has been working and will continue to work to protect our residents and local businesses and to help to make sure Rushmoor returns to being the place we are accustomed to living. Planning and implementing plans for recovery and the restoration of services will be key. This aspiration for recovery will only be delivered by working well with our residents, businesses and partners. Much of how we serve our local community must continue and the challenge is, in part, how we can best do this by adapting to our new situation. Valuable work has already been done, but more will be needed. In this document - the Council's Business Plan - we are setting out what we as a Council are committed to do over the next three years as our part in making sure that the vision for the Borough - Your Future, Your Place – still becomes a reality by 2030. This Plan identifies the key actions we will be taking and demonstrates how we plan to Listen, Learn and Deliver - Better. These commitments focus on four themes:

People
Place
Partnerships
Better Public Services

Underpinning this Plan are Service Action Plans which include more detailed information. You can check our progress at **www.rushmoor.gov.uk/councilplan**

We look forward to delivering for you. Stay safe.

[Leader and Chief Executive](#)

People

Our priorities

- We will help improve the health and wellbeing of residents
- We will encourage volunteering and being involved and help people become more connected within their communities
- We will help residents to remain independent in their homes
- We will help our residents and businesses be more sustainable - including reducing waste, recycling more and making sustainable transport choices like cycling

Key activities in 2020-21

- Prepare a strategy and plan in conjunction with key partners for supporting communities to address areas of need to include a focus on keeping the population safe and well informed following the coronavirus emergency
- Delivery of a new health centre in Farnborough at Voyager House in partnership with the CCG
- Develop a plan for improved walking and cycling infrastructure in the Borough which encourages residents to be more active
- Undertake a review of polling places and polling districts
- Agree the Rough Sleeper Strategy and action plan recognising the long term effects of Covid-19 on the Councils obligations
- Develop a revised waste strategy in line with our residents' ambitions and the Environment Bill, including exploring the introduction of a food waste collection service

Activities ongoing over the next three years

- Deliver the Council's plans for supporting communities, to include:
 - Tackling areas of deprivation where it exists
 - Improving health outcomes and wellbeing, with a focus on mental health and social isolation
 - Raising aspirations of and supporting young people
 - Initiatives that help improve education outcomes
- Deliver the Rough Sleeper Strategy and action plan
- Implement the plan for improved walking and cycling facilities in the Borough
- Implement the Temporary Accommodation Strategy and identify alternative sites for temporary accommodation
- Deliver changes to electoral processes to make it easier for residents to register and vote
- Continue to deliver the Housing and Homelessness Strategy 2017-2022

Place

Our priorities

- We will continue to drive forward the regeneration of Aldershot and Farnborough town centres
- We will maintain and develop excellent indoor and outdoor facilities
- We will increase our response to addressing climate change and other environmental issues
- We will facilitate more homes being built that will meet the needs of local people
- We will work to grow the local economy in a sustainable way

Key activities in 2020-21

- Agree and commence implementation of the Aldershot Town Centre Strategy
- Commence development of the Union Street, Aldershot regeneration scheme
- Develop and submit the Masterplan application for regeneration of the Civic Quarter in Farnborough, including an option for a new leisure facility/civic and community hub, public open space, a hotel, new homes, shopping, restaurants and cafés and offices
- Complete the preparation and commence delivery of the Council's climate change strategy and action plan including establishing the carbon footprint for the Borough and the Council's services
- Agree sustainable (climate friendly/carbon neutral) approaches to the design and delivery of all Council led developments
- Develop policies and initiatives to improve green infrastructure and enhance biodiversity across the borough
- In line Government advice, work with the Councils leisure provider to recover services at the Farnborough Leisure Centre and the Aldershot Indoor Pools and Lido complex
- Develop a visitor centre, café and other facilities for visitors to the Southwood Country Park
- Complete and open the new leisure and play facilities at Moor Road playing fields
- Develop the digital economy including opening the Digital Hub in Aldershot

Activities ongoing over the next three years

- Commence development at the Farnborough Civic Quarter
- Support the ongoing development at Wellesley
- Take forward the strategic economic actions to support recovery and growth
- Deliver plans contained in the Climate Change Strategy and Action Plan to work towards being a carbon neutral Council by 2030
- Monitor and, where possible, support improvements in local air quality
- Manage the planning processes relating to Esso Pipeline efficiently to ensure safe implementation that minimises, as far as possible, the impact on people and habitats
- Continue to deliver the Affordable Housing Delivery Programme to provide 150 affordable homes each year
- Develop and deliver homes for private rent through Rushmoor Homes
- Develop proposals for a visitor attraction related to aviation heritage including educational opportunities to help grow tourism
- Subject to a feasibility study, deliver a closed circuit cycle track in the borough
- Undertake the procurement of an operator for the Councils key leisure contracts

Partnerships

Our priorities

- We will work with our partners to help people feel safer
- We will strengthen relationships with the voluntary and community sectors to maximise the value they bring to our community
- We will continue to support our military community
- We will work with schools, businesses and other partners to improve educational attainment and raise career aspirations

Key activities in 2020-21

- Implement improved arrangements for the Council's Community Safety Service and maintain strong links with partners through the Rushmoor, Basingstoke and Hart Community Safety Partnership
- Develop new working arrangements with community/voluntary sector groups and public sector partners to support recovery processes from the coronavirus pandemic
- Renew the CCTV network for the borough
- Support the Centre of Excellence at Farnborough College of Technology for the development of support to the aerospace industry through apprenticeship and research and innovation offers

Activities ongoing over the next three years

- Progress Military Covenant priorities and prepare and deliver a plan to seek Defence Employers Recognition Scheme Gold
- Develop a new community support hub arrangement jointly with key partner organisations, including Rushmoor Voluntary Services and Citizens' Advice
- Deliver the Safer North Hampshire (SNH) Community Safety Partnership Plan and support regeneration by maintaining safe, clean and healthy town centres
- Work in partnership to support and encourage street attached individuals to seek access to specialist support services to make positive changes in behaviour
- Encourage and establish business, education and community links with support from the Rushmoor International Association with:
 - Dayton, Ohio, United States
 - Gorkha Municipality, Nepal
 - Rzeszow, Poland

Better Public Services

Our priorities

- We will transform and modernise the way we deliver our services to customers
- We will listen and learn from our residents and businesses and improve the ways we engage and communicate
- We will manage our finances well, increase income and deliver the savings and efficiencies we need to ensure we can deliver excellent services to residents

Key activities in 2020-21

- To continue to respond to the Coronavirus Pandemic and adapt services accordingly alongside the Local Resilience Forum and with partners, as required and directed by Government
- To develop and implement delivery plans for the recovery phase (s) of the Coronavirus Pandemic
- Deliver against the three-year ICE transformation programme to improve and modernise the Council's core business and create a consistently excellent customer service
- Introduce a new website and increase take up of online services across the Council
- Review the Council's approaches to communications and make sure our residents and business are well informed and can influence decisions that affect them and the places where they live and work
- Adopt the new 2020-2024 Procurement Strategy
- Develop a balanced and proportionate Savings Plan that addresses the budget deficit forecast over the medium-term
- Continue to develop a more commercial approach across Council services to help increase income, reduce costs and generate new commercial opportunities
- Make better use of new digital technologies to provide better connections with our customers and use data more effectively to inform our business decisions

Activities ongoing over the next three years

- Deliver the Savings Plan to address the budget deficit forecast over the medium-term
- Implement new technology to protect the Council from the threat of cyber crime
- Continue to develop the Council's workforce so that staff have the skills they need for now and the future
- Taking into account the financial implications of Covid-19 manage and develop our commercial property portfolio well and identify opportunities with other council owned and regeneration properties to ensure the Council sees both a good return and wider economic benefits to local business tenants

CABINET

**COUNCILLOR MARTIN TENNANT
MAJOR PROJECTS AND PROPERTY
PORTFOLIO HOLDER**

14 July 2020

REPORT NO. RP2009

KEY DECISION: YES

**FARNBOROUGH LEISURE AND CIVIC HUB –
APPROVAL OF OUTLINE BUSINESS CASE AND NEXT STEPS**

SUMMARY:

The purpose of this report is to seek Cabinet approval and agree additional funding to proceed with a detailed feasibility study for the potential development of a combined Leisure Centre and Civic Hub within the proposed Farnborough Civic Quarter.

RECOMMENDATIONS:

Cabinet is recommended to approve:

1. The Outline Business Case attached at appendix A to this report.
2. The recommendations as set out in paragraph 3.4 and in accordance with the Outline Business Case.
3. A further budget of up to £100,000 to support the delivery of the feasibility study as set out in paragraph 4.5.

1. INTRODUCTION

- 1.1 The purpose of this report is to seek Cabinet approval to proceed with a detailed feasibility study for the potential development of a combined Leisure Centre and Civic Hub within the proposed Farnborough Civic Quarter.

2. BACKGROUND

- 2.1 The Council established the Regenerating Rushmoor Programme in January 2018. A key project within this programme is the regeneration of the Farnborough Civic Quarter.

- 2.2 The Civic Quarter is a significant place making project for both the Council and the Rushmoor Development Partnership (RDP), to create a step change in the development of Farnborough with a strong, new identity that provides a positive contribution to the revitalisation of the town centre. The Council's aspiration is for the Civic Quarter to become a vibrant, mixed-use place providing new opportunities for town centre living and active ground floor uses with a focus on maintaining the area as a hub of civic and community amenities. A high-quality public realm will support the development including an enhanced, flexible central green space with improved pedestrian linkages between the town centre and Farnborough Business Park.
- 2.3 The RDP was established by the Council with Hill Investment Partnership to enable the Council's regeneration priorities. The RDP is currently working with LDA Architects in developing a Masterplan for the Civic Quarter Site.

Civic Quarter Masterplan

- 2.4 As part of the masterplanning process, an initial stage of detailed consultation and engagement was undertaken in January 2019 with the public and key community stakeholder groups to understand how they feel about the existing town centre and their aspirations for the future of the Civic Quarter.
- 2.5 The consultation identified the need to create a community heart as a top priority for the future regeneration of the town. Further aspirations focused on developing a strong identity and sense of place for Farnborough, to encourage community cohesion and improve health and wellbeing.
- 2.6 The delivery of a successful Civic Quarter masterplan relies on the release of a number of key parcels of land owned by Rushmoor Borough Council (RBC) and Hampshire County Council (HCC) which are currently the focus for civic uses e.g. library/council offices. To maximise the opportunity offered by the site it is appropriate to consider any opportunities for consolidating and rationalising the civic and public services offer across the site and see how this can also enable the aspirations expressed by our community.
- 2.7 One such opportunity is the ability to consider the feasibility of a combined Leisure Centre and Civic Hub which could incorporate the Council Offices alongside a new Leisure Centre, library and other complementary uses.
- 2.8 It is anticipated that the RDP will come forward with a hybrid planning application (one that sets out the masterplan and some plots in detail) in early 2021 and if feasible this application could incorporate the a civic hub building.

Existing Council Offices

- 2.9 The existing Council Offices site is a potential development site as part of the Civic Quarter regeneration Masterplan and proceeds from that development has the potential to contribute towards the costs of a new facility as part of the overall masterplan.

- 2.10 In January 2019 the Council commissioned Hamson Barron Smith to undertake a condition survey of the existing Council Office Accommodation. The survey found that within ten years significant refurbishment will be required to maintain the building at a cost estimate of circa £4.8 million. Considering other factors and different views on refurbishment and some limited remodelling the actual investment required could easily exceed this amount with an alternative total indicative estimate in the region of £7.8m.
- 2.11 As set out in paragraph 2.6 of this report the delivery of the wider Civic Quarter masterplan relies on the release of a number of key parcels of land owned by RBC and HCC. It is therefore timely to consider the relocation of the Council offices as part of combined Leisure Centre and Civic Hub offering.

Leisure Centre

- 2.12 A development parcel has already been identified for a new Leisure Centre within the emerging masterplan for the Civic Quarter. The priority for a new leisure centre is to provide for community use and to facilitate increased physical activity by those who are inactive. Members will recall that the facilities mix associated with a new facility was agreed by Cabinet in December 2019 (report OS1915).
- 2.13 Cabinet also approved a capital budget of £100,000 for feasibility and design work for the new centre.
- 2.14 A significant amount of work has already been undertaken to develop the new Leisure Centre's scope and this project is about to move to detailed feasibility. It is therefore timely to look at increasing the scope of this work to assess the viability of a Civic Hub that would provide a greater focus for community uses and a community heart as part of the scheme.

Outline Business Case

- 2.15 In April 2020 GLK solutions were appointed to work with officers to produce an Outline Business Case (OBC) which provides a rationale for undertaking a detailed feasibility study to understand the viability of delivering a combined Leisure Centre and Civic Hub in the centre of Farnborough.
- 2.16 The OBC, which is included as an appendix to this report, sets out the proposed approach for undertaking a detailed feasibility study, including background, scope high level project costs and approach to delivery. The key recommendations are detailed in the following section.

3. OUTLINE BUSINESS CASE SUMMARY AND RECOMMENDATIONS

Summary

- 3.1 The OBC sets out the opportunity to expand the scope of the Leisure Centre feasibility study to assess the opportunity to deliver a combined Leisure Centre and Civic Hub at the heart of Farnborough Town centre.
- 3.2 By increasing the scope of the project there is the potential to deliver a range of benefits including:
- Re-providing key civic amenities co-located on one site for ease of access by public.
 - Release of existing sites to facilitate Civic Quarter Masterplan delivery.
 - Address significant issues with existing Council Office accommodation.
 - Deliver workplace transformation through new, modern accommodation and build on 'new normal' resulting from Covid-19 response.
 - Create new opportunities for further co-location of services and improved functionality and efficiencies through sharing accommodation and multiple-use or particular areas.
 - Delivery of more efficient and cost-effective accommodation (running costs, management. Maintenance and life-cycle costs).
 - Delivery of a green building to latest design standards which delivers a significantly improved working environment and aspires to be carbon neutral.
- 3.3 An enhanced feasibility study will initially focus on two options:
- a) Leisure Centre and Civic Hub based on the scope set out in the OBC.
 - b) Leisure Centre only.

Recommendations

- 3.4 The OBC seeks approval for the following recommendations:
- a) Confirm approval for delivery of an enhanced feasibility study to include: Civic and Leisure Centre as well as Leisure Centre only as detailed in the OBC;
 - b) Agree increase of the current feasibility budget by £100,000 to a maximum of £200,000 for delivery of the feasibility and detailed business case;
 - c) Note the project approach and resource model for delivery of the feasibility study; and
 - d) Note the range of cost estimates detailed in section 6 of the Outline Business Case subject to refining the scope and final brief.

4. IMPLICATIONS

Risks

- 4.1 In line with all projects within the Regenerating Rushmoor Programme a full risk register supports the project.
- 4.2 The Outline Business Case seeks approval to proceed to a detailed feasibility study which will then inform a Final Business Case (FBC). The FBC will identify any risks and issues in proceeding with its recommendations.

Legal Implications

- 4.3 There are no known legal issues in proceeding to a detailed feasibility study.

Financial and Resource Implications

- 4.4 An existing budget for the Leisure Centre feasibility of £100,000 has been set aside from the Civic Quarter Farnborough Development Capital Budget as agreed at cabinet in December 2019.
- 4.5 In order to proceed with a detailed feasibility study to explore the option of a combined Civic Hub, it is requested that a further budget of £100,000 be agreed to enable the delivery of this. The table below sets out how the feasibility costs are allocated.

Item	Budget (Estimates)
1. Technical Advisory (Part A feasibility) and surveys	£100,000
2. Design, consultation and engagement	£35,000
3. Project Management Consultancy	£35,000
4. Financial/funding consultancy	£15,000
5. Contingency (for example to cover additional work identified in undertaking feasibility)	£10,000
6. External legal advice	£5,000
Total	£200,000

- 4.6 As a guideline for scheme affordability the OBC sets out a range of estimates for delivery and construction of this project. It should be noted that the actual project costs will be entirely dependent on the final composition of the building and the standard of different elements of the build. We are currently working with a range from £44.7- 49.1m subject to more detailed cost work being undertaken as part of the detailed feasibility study. It is anticipated that area

requirement will reduce as a result of consultation and engagement and that this cost will reduce.

Equalities Impact Implications

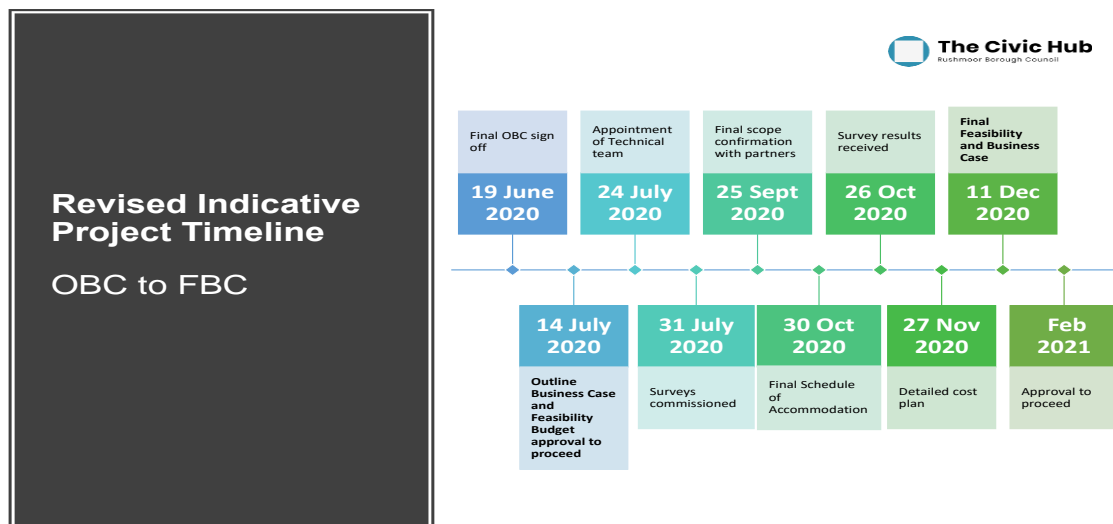
4.7 There are no known Equalities Impact Implications arising from this report.

5. NEXT STEPS

5.1 Subject to cabinet approval of the OBC a detailed feasibility study will commence focusing on the following 2 options:

- a) Leisure and Civic Hub based on the scope outlined in the OBC.
- b) New Leisure Centre only

5.2 The indicative timeline for delivery is as follows with a full business case to be presented to Cabinet in February 2021. It should be noted that this timeline is dependent on the RDP masterplan timeline proceeding as set out in paragraph 2.8:



6. CONCLUSIONS

6.1 The regeneration of the Farnborough Civic Quarter is a key priority for the Council. Delivering a mix of leisure and community services in a Civic Hub will enhance the attractiveness of the town centre as part of its regeneration. It will also be a direct response to public consultation that indicated a support for a heart of Farnborough concept, accommodating a range of leisure, public and community services.

6.2 The Council offices were designed based upon different working practices and will require significant investment to bring them up to modern standards and to align with modern ways of working. The opportunity to relocate to a Civic Hub

will be key to unlocking the wider Civic Quarter masterplan delivery and creating a community heart at the centre of the overall scheme.

- 6.3 Cabinet is asked to consider the details set out in this report and approve the recommendations as outlined on page 1 to enable the commencement of a detailed feasibility study to explore the viability of a combined Leisure centre and Civic Hub within the Farnborough Civic Quarter.

BACKGROUND DOCUMENTS:

Cabinet Report OS1915
Procurement of a New Leisure Operating Contract and Future Leisure Provision

APPENDIX A

Leisure and Civic Hub - Outline Business Case

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The Civic Hub
Rushmoor Borough Council

Rushmoor Borough Council

Leisure and Civic Hub Outline Business Case

June 2020

Version 1.0

Document Control

Version History

<i>Version</i>	<i>Date</i>	<i>Comments</i>
0.1	18 th May 2020	Initial draft document structure and contents
0.2	29 th May 2020	Updated draft with comments from Project Team
0.3	3 rd June 2020	Revised draft for circulation to ELT for comment and feedback
0.4	15 th June 2020	Update following ELT review and feedback
1.0	23 rd June 2020	Final amendments prior to submission
1.1	6 th July 2020	Amendments following Management Review

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1 Introduction

1.1 Purpose and Approach

- 1.1.1 This Outline Business Case (OBC) provides a rationale for undertaking a detailed feasibility study to consider the potential development of a combined Leisure Centre and Civic Hub in the centre of Farnborough as part of the wider Civic Quarter regeneration.
- 1.1.2 This is in response to a public consultation which identified the need to create a community heart as a top priority for the future regeneration of the town. Further aspirations focused on developing a strong identity and sense of place for Farnborough, encourage community cohesion and improve health and wellbeing.
- 1.1 The Civic Quarter regeneration project is a flagship project for the Council which will create a unified development with a strong, new identity that provides a positive contribution to the revitalisation of Farnborough town centre. Through a comprehensive regeneration programme, the Civic Quarter will be a vibrant, mixed-use space providing new opportunities for town centre living and active ground floor uses with a focus on maintaining the area as a hub of civic amenities. A high-quality public realm will underpin the development with an enhanced, flexible central green space being the focal point and improved pedestrian linkages between the town centre and Farnborough Business Park.
- 1.1.3 A significant amount of work has already been undertaken to develop a new Leisure Centre scope and this project is about to commence detailed feasibility. It is therefore timely to look at increasing the scope of this work to assess the viability of a Civic Hub that would provide community focused uses and a community heart as part of the scheme.
- 1.1.4 The OBC has been developed in conjunction with Senior Council Officers and is based on an assessment of information from a range of sources across the Council to understand the rationale and potential scope for the project.
- 1.1.5 Should this not be viable, the detailed Leisure study will still be completed within the agreed timescales (December 2020).
- 1.1.6 It is recommended that the Feasibility study will initially focus on two options:
- a) Leisure Centre and Civic Hub within the wider Civic Quarter development based on the scope outlined in this document.
 - b) Leisure Centre only.

1.1.7 If, during feasibility, it becomes apparent that the full scope of the Leisure and Civic Hub is unaffordable, the project will assess alternative delivery options within an agreed funding envelope.

1.1.8 Subject to approval of the OBC, a budget will be assigned for delivery of the Feasibility and the appointment of professional Technical Advisory services to work alongside GT3 Architects (See 7.4).

1.2 Scope

1.2.1 The OBC gives a high-level overview of the proposed scope of the feasibility study and approach to delivery. Subject to approval to proceed, the detailed business case for moving forward with a wider scope will be developed as an output from the feasibility study. The table below identifies the differences between the OBC and Feasibility Study.

OBC	Feasibility
Overview of project context and scope of feasibility.	Detailed scope, schedule of accommodation, design brief.
Overview of programme deliverables, project structure and dependencies.	Detailed programme, workstreams and work packages, critical path deliverables including key dependency resolution. Formal consultation and engagement with key stakeholders to inform final scope and affordability of scheme. Detailed procurement and construction programme and phasing strategy.
High level assessment of indicative project costs based on indicative scope and baseline rates per metre squared.	Detailed cost plan based on schedule of accommodation and survey information including: <ul style="list-style-type: none"> • Ground Condition • Topographical • Services • Drainage • Ecology • Asbestos (demolition) • Planning constraints

Table 1 OBC and Feasibility Study Content

1.2.2 The Feasibility study will inform a detailed business case which will make a clear recommendation for project delivery for Member decision.

2 Background and Project Context

2.1 Background

- 2.1.1 Rushmoor Development Partnership (RDP)¹ are in the process of developing Masterplan proposals for the re-development of several sites in Farnborough town centre to deliver a new, mixed-use Civic Quarter which will include new housing.
- 2.1.2 The Civic Quarter masterplan will rely on the release of a number of key parcels of land owned by Rushmoor Borough Council (the Council) and Hampshire County Council (HCC).
- 2.1.3 As part of this, a site has been identified for a new leisure centre and work has been undertaken by GT3 to develop initial designs for this. This will be a Council-led project and the facilities mix for the provision has been agreed with Council Members and is a key deliverable in relation to the procurement of a new Leisure Operator contract which is anticipated to commence in 2021.
- 2.1.4 While developing the scope for a new Leisure Centre, there is an opportunity to look at incorporating a wider Civic Hub offer which could include new Council office space, as well as other core public spaces such as a new library and flexible office/ incubator spaces for start-ups.
- 2.1.5 This would directly address the top priority identified by the community during consultation - creating a community heart. It will act as an anchor within the wider regeneration programme, creating a strong identity, increased footfall and sense of place. A new facility will deliver modern, flexible accommodation for staff and public, bringing multiple agencies together in the centre of Farnborough. It will direct resources into an asset that will be able to adapt to future changes in demand rather than address repairs in the existing building that would not provide these advantages to the Civic Quarter.
- 2.1.6 Relocation of the Council Office in the new building would allow the release of the existing site for redevelopment as part of the Civic Quarter Masterplan. It will also enable the release of other sites within the Masterplan (Library, Westmead House) and facilitate the delivery of the overall Civic Quarter regeneration scheme.
- 2.1.7 It is anticipated that by increasing the scope, the project will deliver a range of benefits including:
- Re-providing key civic amenities co-located on one site for ease of access by public.

¹ <https://rushmoordevelopmentpartnership.com>

- Release of existing sites to facilitate Civic Quarter Masterplan delivery.
- Address significant issues with existing Council Office accommodation condition.
- Deliver workplace transformation through new, modern accommodation. The feasibility study will develop a blueprint for future flexible working practice, building on recent changes resulting from Covid-19 response and will contribute to the transition into the 'new normal'.

2.1.8 This document provides the Outline Business Case for developing a detailed feasibility study to understand the viability of delivering a combined Leisure and Civic Hub scheme.

2.2 Objectives

2.2.1 By approving this OBC, Members confirm that a project will be established to complete a Feasibility Study and detailed Business Case for the delivery of a combined Civic and Leisure Hub.

2.2.2 The Feasibility Study will provide a detailed scope and brief and will ascertain the affordability of a Civic Hub, including how this could be funded and how it will be delivered (procurement route and detailed delivery programme).

2.2.3 The Feasibility Study will inform a detailed Business Case for Members to support the scheme or recommend an alternative solution depending on the outcome of the work.

2.2.4 The detailed Business Case will then come back to Members for review and a decision as to whether to proceed to appointment of a construction contractor/ move to the next phase of delivery.

Civic Hub Project Approach/Timeline

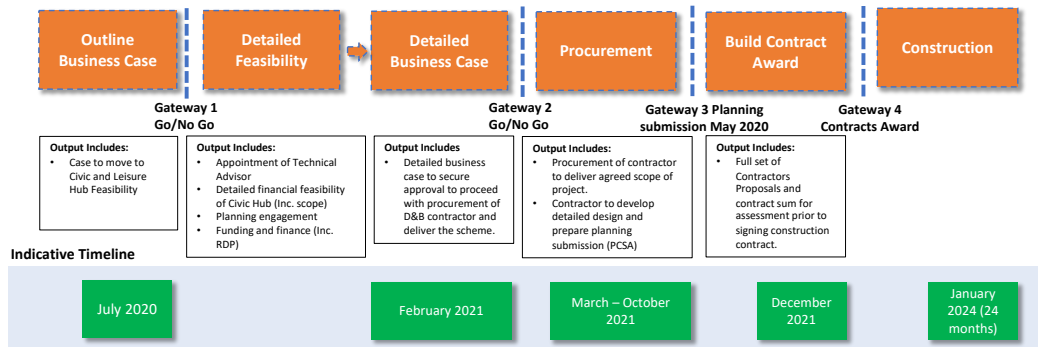


Figure1 Indicative Timeline and Gateways

3 Civic Hub Project Components

In considering the rationale for developing a new Civic Hub there are a number of components to be assessed which are outlined in this section.

3.1 Existing Council Office Accommodation

Condition

- 3.1.1 In January 2019 Hamson Barron Smith (HBS) were commissioned to undertake a condition survey of the existing Council Office Accommodation (Annex A). This comprised a visual, non-intrusive condition survey of the building including inspection of the main fabric of the building and the mechanical and electrical services installed.
- 3.1.2 The building is 40 years old and is a detached office/civic building of an interlocking double square plan shape around central square courtyards, set in its own grounds with car parking around the perimeter of the site. One square of the building is on ground floor only with a roof level plant room, the other square is on ground and two upper floors.
- 3.1.3 The building is comprised of steel framed construction with elevations of brick faced cavity walls and almost continuous bands of double glazed, powder-coated windows all under pitched roofs covered with artificial slates. While the building has been maintained, the fabric of the building is now reaching end of serviceable life.
- 3.1.4 The HBS survey found that within ten years significant refurbishment will be required to replace/ update at least the following elements:
- Roof replacement;
 - Window replacement;
 - Additional thermal insulation to satisfy building regulations;
 - Rainwater disposal system eaves fascia/soffits;
 - Sanitary accommodation renewal;
 - Replacement ceiling and floor finishes;
 - Redecoration;
 - Replacement boiler and electric water heating;
 - Re-pipe the heating system and domestic services; and
 - Full electrical re-wire and replacement of second fix fittings.
- 3.1.5 As an alternative accommodation strategy has been under discussion for a period of time, limited investment has been made in recent years in the existing building.
- 3.1.6 HBS provided an estimate for the works outlined above of £4,839,229. This was based on an elemental build-up of the works; however, it is believed that should intrusive surveys be undertaken to fully establish the

scope of works, programme and phasing (feasibility) the actual investment required could exceed this amount with an indicative estimate of £7.8m from the Council building surveyor (Annex B).

- 3.1.7 In addition, the work required is significant and will require multiple phases, movement of staff and potentially decant and use of alternative accommodation with the associated rental and IT compatibility costs.
- 3.1.8 Due to the age of the building, it is not thermally efficient resulting in ongoing issues with seasonal heating and cooling (too hot in summer and too cold in the winter). This also means higher running costs than a modern building.

Existing building use and working arrangements

- 3.1.9 The Council employs 229 staff of which 200 are desk-based in the existing building.
- 3.1.10 As a result of Covid-19 the roll-out of mobile devices (laptops) and flexible working arrangements including utilisation of Microsoft Teams and other software to support remote working has been accelerated and is ongoing. Most staff now have the required kit and equipment for remote working. A review of the long-term suitability of hardware and software, the digital capability of staff and the changing workplace practices will create opportunities to improve efficiency in a new facility.
- 3.1.11 Recent consultation and engagement to inform the new People Strategy has identified a desire to move towards more flexible working and outcomes-focused management as key themes from staff. A strategy to move towards less desk-based delivery is being developed alongside the 'new normal' transition plan.
- 3.1.12 Recent government guidance² recommends a ratio of 8 desks for every 10 full time staff members. This is based on average staff attendance when sickness and leave are taken into account. The current ratio of desks to staff is 12.5 desks for every 10 members of staff if you calculate desk-based staff only.
- 3.1.13 There is an aspiration to take this further to a ratio of 7 desks for every 10 FTE. This will require the provision of different types of space within the council offices such as break-out/small workspaces/meeting rooms/formal and informal spaces. Initial advice from GT3 is that this will not create an appreciable reduction in space due to the increase in alternative area requirements.

² <https://www.gov.uk/government/publications/government-estate-strategy-2018>

<https://www.gov.uk/government/publications/state-of-the-estate-2018-2019>

3.1.14 The Feasibility study will include a comprehensive consultation with staff, Members and other stakeholders to develop a detailed brief for replacement accommodation in any new Civic Hub. There is an acceptance that the Council will need to reduce its overall footprint in order to implement new ways of working and deliver an affordable scheme.

Existing building value

3.1.15 As outlined above, the current council office site is a potential development site as part of the Civic Quarter regeneration Masterplan. It is anticipated that the site could achieve in the region of £8 million capital receipt. An independent valuation has been commissioned to ascertain the current market value for the site.

3.1.16 The indicative site value of £8m combined with the potential saving on required investment in the existing building (C.£7.8 m) indicate that there may be an invest to save/capital receipt business case of Circa £15.8m to support relocation of the council office as part of the Civic Hub development. This valuation is subject to further review and there are a range of development options that will be modelled through the RDP as part of the wider Masterplan that may also have an influence on land value.

3.2 Leisure

3.2.1 In February 2019 the Council appointed GT3 Architects and Strategic Leisure Limited³ to look at options for the future provision of Farnborough Leisure Centre as part of its wider regeneration of the Farnborough Civic Quarter. This concluded that the leisure centre was in a central town location with good transport links, that it was fully accessible and Disability Discrimination Act (DDA) compliant, competitively priced with a large range of activities.

3.2.2 However, it was noted that the external appearance was dated, the car park refund system was cumbersome, the main pool was non-compliant for competitive swimming, the flat roofs require on-going maintenance, the plant was becoming obsolete and non-maintainable with poor energy efficiency and increasing maintenance liabilities, and that the existing building has few merits of a refurbishment scheme.

3.2.3 A detailed Headline Needs Analysis was carried out which provided a strategic assessment of the existing Farnborough Leisure Centre facilities and set out the consultation feedback from the public, existing operator, clubs and users.

³ <https://www.gt3architects.com>

- 3.2.4 In December 2019, Rushmoor Borough Council Members approved the proposed leisure facilities mix for a new Leisure Centre development which would be delivered as part of the wider Civic Quarter regeneration project. The cost estimate for delivery of this was £18 - £24m subject to detailed feasibility work.
- 3.2.5 In December 2019 Members approved that £100,000 of the Civic Quarter Farnborough Development Capital Budget should be set aside for the feasibility and design work for the Leisure Centre.
- 3.2.6 Following work with GT3 and the RDP, it is proposed that the Leisure Centre will be developed on the existing site, on the footprint of the dry leisure offer and Kings Moat surface Car Park, allowing for the wet-side (swimming/gym) to be retained in the interim period in order to maintain patronage and an income stream.

Leisure provider procurement

- 3.2.7 In December 2019 Members approved commencement of procurement for a new Leisure Operating Contract with a view to a new operator taking over the contract in April 2021. As a result of the Covid-19 pandemic the procurement was put on hold in March 2020. A decision has now been taken to stop procurement and re-commence once greater clarity on the future operation of leisure facilities is available.
- 3.2.8 The existing Leisure contract expires on 31st March 2021 and there is an option to extend this should it be necessary. If the contract is extended, there is a right for the Council to terminate on three months' notice at any time. It is anticipated that the new Leisure Operator procurement will recommence in early 2021.

3.3 Civic Quarter

- 3.3.1 Rushmoor Development Partnership (RDP) are currently developing a Masterplan for a new Civic Quarter in the heart of Farnborough which is made up of a number of sites in the centre of the town. The new Civic Quarter will ensure that Farnborough has modern and accessible community facilities to meet residents' needs in the future and a popular central green space that will form part of a community heart for the town.

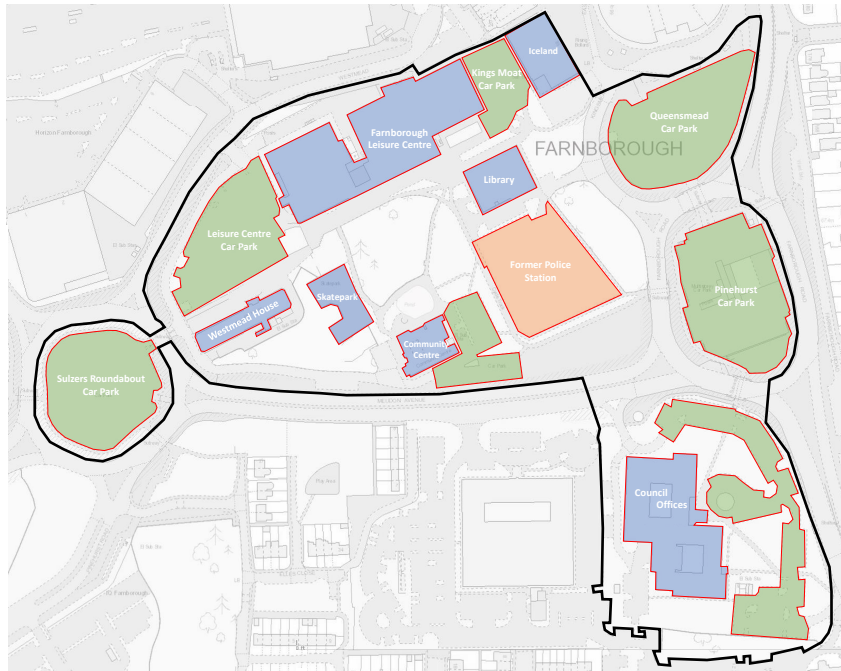


Figure 2 RDP Masterplan Area Farnborough Town Centre

- 3.3.2 The redevelopment will ensure that Farnborough meets its future housing needs for a growing community, by providing homes that are close to shops and services and also within walking distance of Farnborough rail station.
- 3.3.3 The Masterplan is being developed by LDA⁴ on behalf of the RDP and is about to enter RIBA⁵ Stage 2 design in July 2020. It is proposed that a Hybrid Masterplan planning submission will be brought forward in early 2021 which will establish a number of outline parameters alongside detailed applications for infrastructure (focus on highways) and early phases of development.
- 3.3.4 The Council and Hampshire County Council (HCC) have significant land holdings within the Civic Quarter area including the Library (HCC), Council Offices, Elles Hall Community Centre and former Police Station (all the Council).
- 3.3.5 This project will be key to unlocking the wider Civic Quarter masterplan delivery and creating a community heart at the centre of the overall scheme. By delivering a mix of leisure and community services in the

⁴ <https://www.lda-design.co.uk>

⁵ <https://www.architecture.com/-/media/GatherContent/Test-resources-page/Additional-Documents/Printfriendly2020RIBAPlanofWorkoverviewpdf.pdf>

heart of Farnborough the Civic Hub will be a fundamental component of the town centre regeneration and placemaking strategy.

4 Civic Hub Opportunity

- 4.1.1 As detailed above, there is a significant amount of work underway to regenerate Farnborough town centre and deliver a new and improved leisure offer for local residents.
- 4.1.2 In January 2019 GT3 architects were commissioned to undertake a detailed consultation and engagement with the public and key community stakeholder groups to understand how they felt about the existing town centre and their aspirations for the future of the Civic Quarter.
- 4.1.3 This activity generated a set of core community priorities for future regeneration of Farnborough. The top priority identified by consultees was the need to create a community heart. Further aspirations focused on developing a strong identity and sense of place for Farnborough, encourage community cohesion and improve health and wellbeing.



Figure 3 Regeneration priorities arising from Public consultation.

- 4.1.4 The Civic Hub will directly respond to resident aspirations, it will create a new facility in the heart of Farnborough, accommodating a range of leisure, public and community services. The mandate for developing the feasibility for a Civic Hub is underpinned by the placemaking opportunity that the project delivers.
- 4.1.5 Delivery of the wider Civic Quarter masterplan will rely on the release of a number of key parcels of land owned by the Council and HCC. This means that key civic amenities will need to be re-provided. The Civic Hub feasibility will assess how these facilities can be collocated in one building to enhance user experience, encourage take-up of service and enhance health and wellbeing.
- 4.1.6 Members were invited to take part in a workshop in May 2020 that gave consideration to the outputs of the GT3 public engagement. The purpose of the workshop was to provide a Member perspective and refine the priorities/principles that should underpin the LDA approach to progressing the next stages of the masterplan. The following 16 priorities were established as a result of the engagement:

16 Priorities	
Places for community events / gathering	Maximise energy efficiency of buildings
Regular cultural events	New development to incorporate renewable energy
Places to sit / rest / reflect	Introduce measures to support sustainable travel
Places for rest / relaxation	Ensure the site is well integrated with the wider town centre / business parks (access routes and wayfinding)
Combine community / civic uses in a hub building	Improving pedestrian connections to the business park
A wide mix of uses that appeals to different groups and encourages people from all ages and backgrounds to use the Civic Quarter	Build on the town's aviation and other heritage (e.g. through public realm / public art)
Flexible community space to accommodate a variety of activities / groups	Landscape – informal green approach (soft landscaping)
Provide space for indoor leisure facilities	Introduction of a landmark building(s) / distinctive architecture and design.

Figure 4 Member Priorities for Regeneration

- 4.1.7 These priorities will inform the scope of the new Civic Hub as part of Feasibility development.

- 4.1.8 Replacement accommodation will release the existing site which has an indicative value of £8m (subject to further review and development of options during feasibility as part of wider RDP Masterplan delivery). It will also save the requirement for significant investment in the existing building (est. £7.8m).
- 4.1.9 The project will enable the release of other sites within the Masterplan (Council Offices, Library, Police Station, Elles Hall, Westmead House) and facilitate the delivery of the overall Civic Quarter regeneration scheme.
- 4.1.10 A new facility will also deliver modern accommodation for staff and public, bringing multiple agencies together in the centre of Farnborough to create a Civic Heart within the overall Masterplan. It will provide an anchor at the top of the high street which is easily accessible and close to public transport links.
- 4.1.11 A detailed feasibility study will establish the viability of the Civic Hub and will inform a decision to move forward. It is anticipated that by increasing the scope, the project will deliver a range of benefits including:
- Re-providing key civic amenities co-located on one site for ease of access by public.
 - Creating a community heart within the wider regeneration of the Civic Quarter.
 - Release of existing sites to facilitate Civic Quarter Masterplan delivery.
 - Address significant issues with existing Council Office accommodation.
 - Deliver workplace transformation through new, modern accommodation and build on 'new normal' resulting from Covid-19 response.
 - Create new opportunities for further co-location of services and improved functionality and efficiencies through sharing accommodation and multiple use of particular areas.
 - Delivery of more efficient and cost-effective accommodation (running costs, management. Maintenance and life-cycle costs).
 - Delivery of a green building to latest design standards which provides a significantly improved working environment and aspires to be carbon neutral.
- 4.1.12 A case study of similar projects can be found at Annex C

4.2 Proposed Site

4.2.1 The feasibility study will assess the development of a site within the Civic Quarter Masterplan area. The Civic Quarter Masterplan has a range of plots in the heart of Farnborough as shown below.

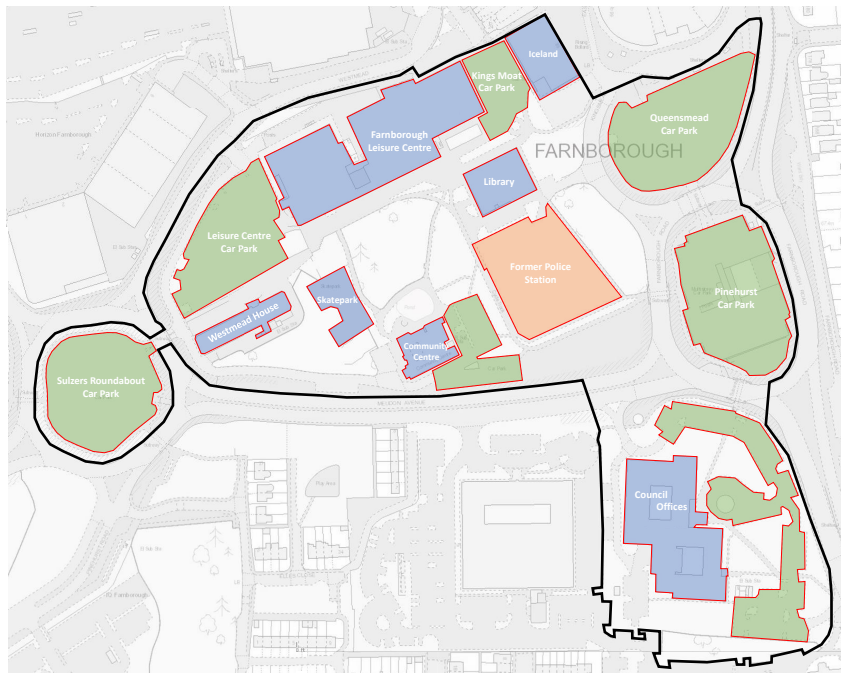


Figure 5 RDP Masterplan Area Farnborough Town Centre

4.2.2 The proposed development site is still to be finalised as is the approach to the development and/or disposal of the existing Council Office site as part of the development of the Masterplan by the RDP.

4.3 Project Scope

4.3.1 The baseline scope for the development of a Leisure and Civic Hub feasibility is detailed below:

Leisure	Partner	Council	Commercial
<ul style="list-style-type: none"> Large pool Intermediate pool Steam/ sauna 8 Court sports hall Squash courts Fitness suite Fitness studio Spin studio Café/ bistro (<i>Option 7 - 245sqm bigger</i>) Soft play Climbing wall 	<ul style="list-style-type: none"> Library HCC accommodation Citizens Advice Bureau Home Start Police Probation Rushmoor Volunteer Service (RVS) Farnborough Aerospace Consortium (FAC) 	<ul style="list-style-type: none"> Replacement accommodation based on flexible working practice and new ways of working – 7 desks per 10 FTE ratio 	<ul style="list-style-type: none"> Office accommodation (to replace Westmead House) – 2190 msq. area including meeting space and resource areas

Table 2 Baseline Scope Civic Hub

Note – the agreed leisure facilities mix includes a ten-pin bowling provision. Options are currently being considered that would see this provision being provided separately to the Civic Hub.

5 Project Delivery Dependencies

While the proposed Civic Hub will be delivered by the Council, there are a significant number of dependencies with the wider Masterplan development that will need to be addressed during the feasibility period as detailed below.

5.1 Masterplan delivery

- 5.1.1 As outlined above, this scheme is intrinsically linked with the delivery of the wider Civic Quarter Masterplan. While the feasibility will focus on the Civic Hub only, the project team will ensure alignment with Masterplan development and timelines. This is particularly important when looking at finance and funding for the scheme as any recommendation to Members will need to sit within the wider Masterplan funding and finance context.
- 5.1.2 It is proposed that a Hybrid Masterplan planning submission will be brought forward in early 2021 which will establish a number of outline parameters alongside detailed applications for infrastructure (focus on highways) and early phases of development.

5.2 98 Queensmead (Iceland) lease and revenue

- 5.2.1 There is an existing lease for a two-storey retail building arranged over ground and first floors and is occupied by two tenants; Iceland and their sub tenant, Bingo Concepts. The lease is due to expire in 2030 with a tenant break clause in 2025. The Freehold is owned by the Council who receive an income of £296,000 per annum.
- 5.2.2 This site could form part of the overall development area and if this is confirmed then vacant possession of the site would be required in advance of construction start on site (target Autumn 2021).
- 5.2.3 This means that loss of revenue from the lease (£296,000 p/a) will need to be factored into any project cost/ affordability assessment. There may also be costs associated with surrender of the lease this is also being considered by the RDP as part of the funding approach to the wider Masterplan.

5.3 Westmead House

- 5.3.1 Westmead House is an office building arranged over six floors with car parking on the entirety of Sulzers Roundabout. The freehold of the office and car park site is owned by the Council but is subject to a long lease to Wilky Property Holdings PLC for a further 80 years until 2100 and the Wilky group are keen to see the retention of employment use as part of the redevelopment of the site.
- 5.3.2 Westmead house sits to the West of the defined Masterplan area and forms a key gateway into the Civic Quarter. An option is to discuss with

the leaseholder the development of alternative office accommodation on the site and this could include provision of commercial office accommodation within the new Civic Hub.

- 5.3.3 Subject to agreement of the OBC further discussions can be taken forward with Wilky Property Holdings to explore options to inform both the feasibility for the civic hub and also the wider Masterplan.

5.4 Highways and Infrastructure

- 5.4.1 RDP are developing a proposal to remove the Pinehurst roundabout and replace with a T junction as part of the wider Masterplan. This work is in progress and will inform the scope of RIBA Stage 2 development which is due to commence in July 2020. For the purposes of the Leisure and Civic Hub feasibility it is assumed that this Highways and Infrastructure change will be delivered as part of the Masterplan.

5.5 Car Parking

- 5.5.1 In order to deliver a viable Civic Hub an agreed approach to car parking will need to be confirmed. The existing Council Office provides 130 spaces on site with a further 122 staff and tenant permit-based spaces at Pinehurst Car Park. A further 49 spaces are reserved for Hampshire County Council in Pinehurst Car Park.
- 5.5.2 Delivery of the Masterplan will require an alternative parking strategy to consolidate existing provision including:

Pinehurst Multi – Storey	297 spaces
Queensmead	194 spaces
Kings Moat	55 spaces
Sulzer Roundabout	180 spaces

- 5.5.3 The existing leisure centre has 110 dedicated parking spaces and leisure operator intelligence is that access and ease of car parking is important for users of leisure facilities.
- 5.5.4 Westmead House has 54 dedicated parking spaces located on Sulzers roundabout.
- 5.5.5 The detailed feasibility will outline how parking will be addressed as part of the wider Masterplan and any related project costs.

5.6 Library

- 5.6.1 The existing library site owned by Hampshire County Council is part of a site to the south of Farnborough town centre. Within the overall Masterplan, the LDA RIBA Stage 1 outputs have identified the site as part of the wider public realm and green space.
- 5.6.2 An initial conversation with HCC has indicated that it is interested in considering the relocation of the library. Further discussion and consultation will take place with HCC during feasibility to understand this in more detail and explore options for incorporating the library within the Civic Hub.

5.7 RDP role/funding and site allocation

- 5.7.1 As part of the dependencies outlined above, the role and input of RDP will be taken forward in line with the Members Agreement, including any funding contribution towards development and delivery of the project given the wider dependencies with Masterplan delivery. This will include agreeing delivery mechanisms and governance for any inputs. This will need to be resolved to inform the feasibility study.
- 5.7.2 There is a commitment through the RDP that Hill will fund pre-planning costs for Civic Quarter delivery and therefore a contribution will be made towards pre-planning costs for the Civic Hub element of the scheme.

6 High Level Project Cost Estimate

6.1 OBC Project Costs

- 6.1.1 For the purpose of the OBC a high-level cost estimate has been undertaken for each element of the project. This has been produced **as a guideline only** and to provide an indicative cost for purposes of deciding whether to move to the detailed feasibility.
- 6.1.2 It should be noted that the cost estimate is based on 'average market rates' and the actual project cost may differ from this once detailed feasibility work has been undertaken.
- 6.1.3 A detailed cost build-up including project specific abnormal costs will be produced as part of the feasibility study.

6.2 Project Cost Estimate

Based on an indicative schedule of accommodation, initial project cost estimates have been developed which range from £37.7m-£49.1m looking at a series of rates to show the indicative budget range required for delivery of the scheme. This is based on current inflation indices.

Type	Net area allocation m2	None-net (20%) m2	Area cost M2 (low range)	Externals 12%	Total
RBC	2769	553.8	£8,732,318	£1,047,878	£9,780,197
Library	500	100	£1,500,000	£180,000	£1,680,000
Partner	1425	350	£4,236,925	£508,431	£4,745,356
Office	2345	469	£6,717,018	£806,042	£7,523,060
Leisure	6660		£18,315,000	£2,197,800	£20,512,800
Plant	280		£490,000		£490,000
Total	13979	2795.8	£39,991,261	£4,740,151	£44,731,413

Table 3 low-range indicative project costs

Type	Net area allocation m2	None-net (20%) m2	Area cost M2 (High range)	Externals 12%	Total
RBC	2769	553.8	£9,383,587	£1,126,030	£10,509,618
Library	500	100	£1,773,000	£212,760	£1,985,760
Partner	1425	350	£5,012,600	£601,512	£5,614,112
Office	2345	469	£7,217,910	£866,149	£8,084,059
Leisure	6660		£19,980,000	£2,397,600	£22,377,600
Plant	280		£490,000		£490,000
Total	13979	2795.8	£43,857,097	£5,204,052	£49,061,149

Table 4 high-range indicative project costs

The figures in the tables above are subject to validation of areas and the aspiration is to reduce office accommodation to reflect flexible working. If area is reduced, this will reduce project cost as demonstrated in the table below.

Type	Net area allocation m2	None-net (20%) m2	Area cost M2 (High range)	Externals 12%	Total
RBC	1385	277	£4,693,488	£563,219	£5,256,707
Library	500	100	£1,773,000	£212,760	£1,985,760
Partner	750	350	£3,106,400	£372,768	£3,479,168
Office	1170	234	£3,601,260	£432,151	£4,033,411
Leisure	6660		£19,980,000	£2,397,600	£22,377,600
Plant	280		£490,000		£490,000
Total	10745	2149	£33,644,148	£3,978,498	£37,622,646

Table 5 reduced area indicative project costs

Detailed consultation and engagement will take place during feasibility to ascertain how we can rationalise office space and deliver an improved working environment and minimise costs where appropriate .

6.3 Assumptions

6.3.1 The cost range outlined above is based on the following assumptions and exclusions:

- The ground conditions are normal. There are no allowances for ground decontamination, ground remediation measures.

- The leisure centre is located at ground level with the swimming pool at ground level. The Civic Centre Accommodation is located adjacent to the Leisure Centre and not above the Leisure Centre.
- The building is no higher than four storeys.
- The BREEAM rating assumed is good.
- The construction is traditional and conventional components and construction methods.
- There is no allowance for the offsite substantial upgrading of Electricity, Gas, Water or Foul Water drainage.
- The project is to be constructed under one contract. The contractor on site for a single period of construction.
- The costs allow for fixed fittings. There are no cost allowances for loose furniture and equipment.
- There is allowance for data cabling and containment to server rooms and sockets. There is no allowance for servers or loose IT equipment.
- There are no allowances for provision of large infrastructure services.
- There are no allowances for substantial highways works off site to accommodate entrances and exits from the site or section 106 or 278 works.
- No allowance for VAT.
- No allowance to the impact of a Pandemic which could affect programme both in effect of material availability and labour productivity.

6.3.2 Note: these costs are high-level only and will change depending on a number of variables such as height of building, externals, planning requirements, ground conditions and building specifications. These matters will be identified and costed during feasibility.

6.4 Scheme Funding

6.4.1 As part of the feasibility study an assessment of funding options for delivery of the scheme would be undertaken. This will include an assessment of a range of options including:

- Prudential borrowing (PWLB loan)
- Institutional pension fund
- Private forward funding

- Grant availability
- Revenue and capital feedback model

6.4.2 The detailed business case will also need to address how funding this project ties in and is affected by the need to fund other projects within the regeneration programme.

7 Approach to Delivery

This section of the OBC outlines the recommended approach to delivery of the detailed feasibility and business case including appointment of external resources to provide technical and design input.

7.1 Proposed approach

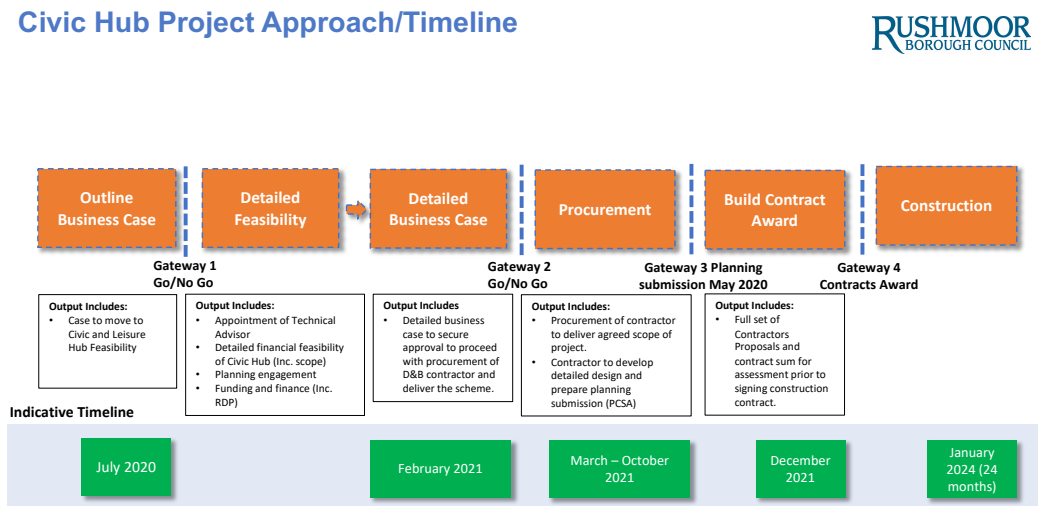


Figure 7 Indicative timeline and approach

7.1.1 Subject to approval of this OBC and associated funding request, the scheme will move to detailed feasibility phase which will develop and confirm a preferred scheme and approach based on a detailed assessment of site and ground conditions, scope, cost and affordability, funding options and deliverability as outlined above.

7.1.2 The detailed feasibility will then inform a detailed Final Business Case (FBC) which will be presented to Cabinet for review and approval to proceed with project delivery. The FBC will confirm:

- Scope of scheme
- Cost/ budget for scheme
- How scheme will be funded
- How scheme will be procured
- Commercial considerations
- Programme for delivery
- Risks and Issues

7.1.3 The Feasibility study will initially focus on two options:

- a) Leisure Centre and Civic Hub based on the scope outlined above
- b) Leisure Centre only

7.1.4 If during feasibility it becomes apparent that the full scope of the Civic Hub is unaffordable, the project will assess alternative delivery options in consultation with Members.

7.2 Project Delivery Workstreams

7.2.1 The project will be delivered through five workstreams as detailed below:



7.2.2 **Masterplan and RDP** – This workstream will receive a range of inputs from workstreams delivered through the Civic Quarter Masterplan and which have been outlined in more detail in section 4. These deliverables do not form part of this project but are critical to successful delivery and will therefore be monitored through the project office.

7.2.3 **Consultation and Engagement** – During feasibility a detailed consultation and engagement programme will be rolled out with Staff, Members, Partners and wider Stakeholders. This activity will be coordinated through this workstream to ensure alignment with other Council activities such as the development of the People Strategy and returning to work post Covid-19.

7.2.4 **Technical, Design and Cost** – This workstream will coordinate detailed technical, design and cost deliverables which will inform the feasibility and final business case.

7.2.5 **Finance and Funding** – This workstream will assess how the proposed scope can be funded and demonstrate affordability within an agreed funding envelope

7.2.6 **Procurement** - this workstream will review available delivery routes and Contractor procurement strategy in order to recommend a preferred delivery approach in the Final Business Case (FBC).

7.2.7 All workstreams are interdependent and will have cross-cutting deliverables which will be coordinated by the Project Office.

7.3 Programme Key Milestones

7.3.1 Based on the approach outlined above, the feasibility and detailed business case will be developed for December 2020:

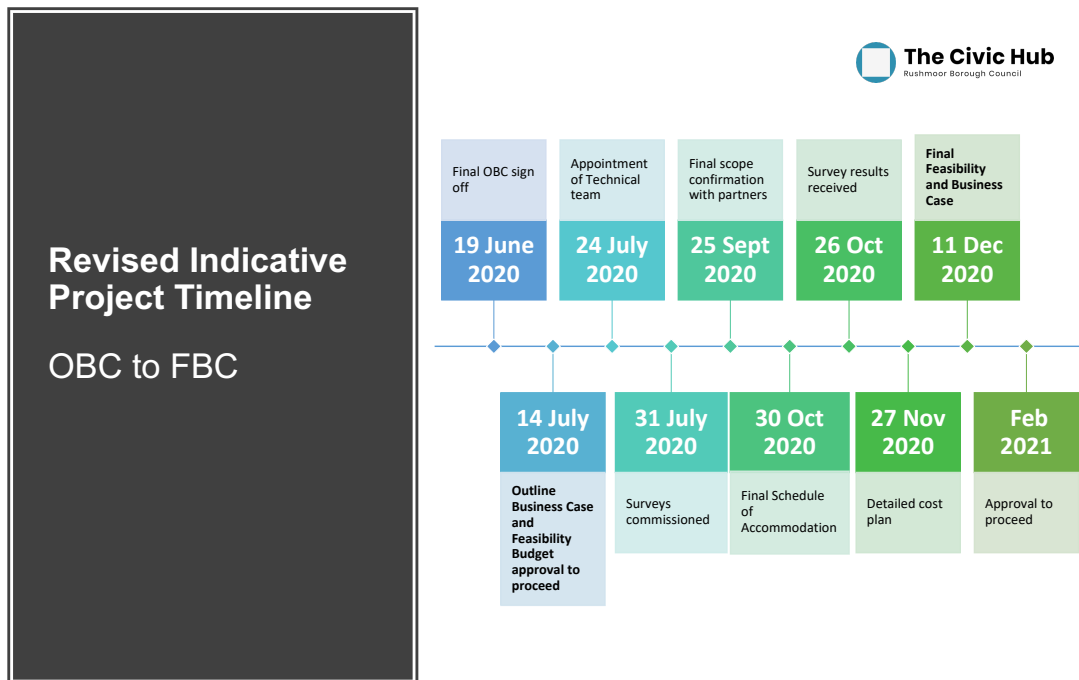


Figure 8 Programme Milestones

7.4 Technical resource approach

7.4.1 In order to complete a detailed feasibility, it is necessary to appoint technical resource to support development of the scheme. To ensure continuity for the leisure elements commission for the Leisure Centre, GT3 will be appointed as the design lead to continue to develop the options within the Feasibility Study up to RIBA Stage 2a initially (stakeholder consultation and engagement, initial concept design and block plans/ brief).

7.4.2 In addition to design input, wider technical input will be required including:

- Finance and funding
- Project Manager (Technical)
- Surveys (third party contracts)
- M&E/structural/Civils
- Cost
- Procurement document development

- 7.4.3 It is recommended that a multi-disciplinary Technical Advisory (TA) team is appointed to work as part of the client team alongside GT3. This TA team will be retained upon contractor appointment to provide technical support during design development and construction.
- 7.4.4 Advisors will be appointed to assess how the proposed scope can be funded and demonstrate affordability within an agreed funding envelope.
- 7.4.5 Subject to approval to proceed, it is proposed that a detailed Feasibility and Business Case will be completed in December, with a clear recommendation as to next steps for Cabinet decision by February 2021.
- 7.4.6 A breakdown of Feasibility deliverables can be found at Annex D.

7.5 Feasibility Budget

- 7.5.1 An initial feasibility budget of £100,000 has already been approved for Leisure-only delivery. It is recommended that this budget is increased to a maximum of £200,000 to deliver a combined feasibility for the options outlined above. The table below provides an estimate of costs:

Item	Budget (Estimates)
1. Technical Advisory (Part A feasibility) and surveys	£100,000
2. Design, consultation and engagement	£35,000
3. Project Management Consultancy	£35,000
4. Financial/ Funding Consultancy	£15,000
5. Contingency (for example to cover additional work identified in undertaking feasibility)	£10,000
6. External legal advice	£5,000
Total	£200,000

Table 6 Feasibility Budget Estimates

- 7.5.2 It is anticipated that some additional project funding towards Civic Hub feasibility development will be contributed by the RDP. The existing Members agreement stipulates that Hill fund pre-planning costs at their own risk for RDP schemes and this project will unlock development parcels that will potentially provide value to the RDP.
- 7.5.3 This is however, at-risk expenditure for the Council. Should the project proceed, the expenditure can form part of a capital budget. However if the project does not go ahead the feasibility costs will remain a revenue cost.

7.6 Project Governance

7.6.1 The Project Board consists of the following staff:

- Karen Edwards (Project Sponsor)
- Gemma Kirk (Interim Project Executive)
- Jo Cohen (Project Manager)
- Paul Brooks
- Nick Irvine
- External advisors (TBC)

7.6.2 The Executive Director is the Project Sponsor and will act as Chairperson of the Project Board. The Project will be overseen by the ELT through the Councils regeneration programme arrangements and accountable through the Regeneration and Major Projects Portfolio Holder to Cabinet.

7.6.3 A Project Organisation Chart is shown below.

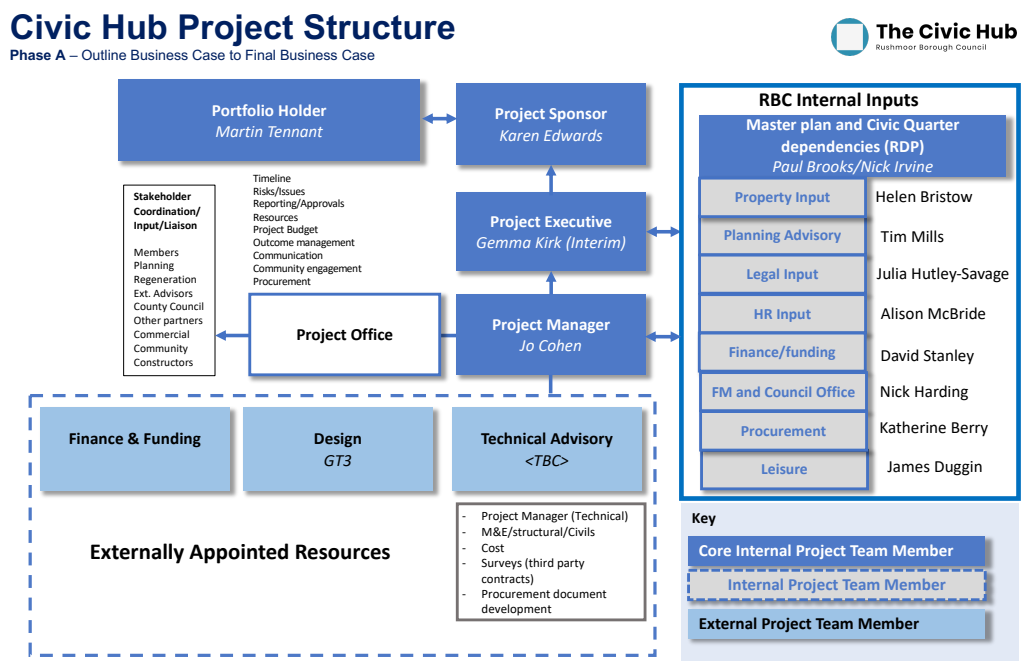


Figure 9 Recommended Project Structure

7.6.4 The Project requires control mechanisms for both external suppliers and internal processes. These can be found at Annex E.

8 Procurement

The feasibility study will include a review of available procurement routes for appointment of the construction contractor and will make a recommendation as to the preferred route as part of the final business case. A high-level overview of the available routes is provided below.

8.1 *Traditional Procurement (Design, Bid, Build)*

- 8.1.1 This approach is based on the client (the Council) undertaking design work separately from the construction contractor. If this approach is taken, the Council will appoint the Design Team to complete the design and produce specifications of the building. This team drive design and cost work and take the scheme through to planning / RIBA Stage 4. Once design is complete, a construction Contractor will be appointed through a tender process or Framework. The successful contractor will be appointed based on the highest scoring bidder when evaluated on the price and quality evaluation criteria.). If this approach is taken, it is recommended that an existing Framework is used to reduce procurement timelines.
- 8.1.2 This approach relies on the client (the Council) appointing the full design team to develop technical designs and a bill of quantities that will be used to go out to tender. The client (the Council) then appoints the Contractor to deliver construction only – this means that they have no responsibility for the design and this risk remains with the client (the Council). If unknown issues arise or changes to the design are required, this risk sits with the client (the Council).
- 8.1.3 If this approach is taken, high quality contractor management will need to be in place. The client (the Council) will need to manage the interface between the Design Team and Contractor unless this team novates to the Contractor upon appointment.
- 8.1.4 This approach gives the client (the Council) greater control over design quality as they retain control of the works. This approach also allows competitive tendering based on a clearly defined bill of quantities based on a complete design and specification.
- 8.1.5 This approach may take longer to get to site as design takes place prior to contractor appointment. There will need to be a mobilisation period where the contractor interrogates designs prior to starting on site.

8.2 *Design and Build (D&B)*

- 8.2.1 This approach appoints a Contractor earlier than the traditional approach so that the Contractor is responsible for developing the design, construction and completion of all associated works. If this approach is

taken, a contractor is usually appointed at the end of Feasibility stage when the client (the Council) has clearly defined the scope including:

- Strategic Brief
- Employer Requirements
- Schedule of Accommodation
- Spatial Analysis/ Adjacencies
- Control Option
- Detailed. Cost/ project budget
- Surveys (which inform the cost plan)

8.2.2 When delivering through a D&B contract, the Contractor will usually be appointed to deliver to a defined output specification and budget. A detailed cost plan informed by surveys is developed during feasibility to reduce cost risk to the client (the Council). The Contractor then takes design, cost and planning risk with any variation in cost generally only relating to new information that was not accounted for in the original cost plan.

8.2.3 It is recommended that a framework would be used for the contractor appointment if this route is selected.

8.3 Design, Build, Operate and Maintain

8.3.1 A design build operate (DBOM) contract is a project delivery model in which a single contractor is appointed to design and build a project and then to operate it for a period of time.

8.3.2 This is usually delivered through a public private partnership (PPP), in which a public client (e.g. the Council) enters into a contract with a private contractor to design, build and then operate the project, while the client finances the project and retains ownership.

8.3.3 This differs from a design build finance and operate (DBFO) contract in which the contractor also finances the project and leases it to the client for an agreed period (perhaps 30 years) after which the development reverts to the client.

8.3.4 It also includes operation and maintenance of the completed works, which means that the contractor's duties and responsibilities to the client do not end at final acceptance but continue through a defined operational term.

8.3.5 In theory, this encourages the contractor to develop a project with its long-term performance in mind from the outset, rather than just considering the efficiency of its construction, as the contractor will be responsible for any high operating, maintenance or repairs bills. However, it ties both the client and the contractor into a very long-term relationship that can be difficult to price. As a

result, contractors may price considerable risk into their tenders, and so the client may not always achieve a best value outcome.

- 8.3.6 This option for delivery as well as Design Build Finance and Operate (DBFO) have been discounted for this project due to the nature of the scheme as this route may limit the interest in the contract as Operators may not have capacity to bid for a D&B contract or have an interest in operating the wider Civic Hub. It was therefore felt that this option would restrict the market.

8.4 Frameworks for Consideration

- 8.4.1 There are a range of frameworks for appointment of both Traditional and Design & Build Contractors and a recommendation regarding the preferred framework will form part of the Final Business Case. Depending on the framework used, the share of risk between contractor and client will differ. This will be assessed as part of the procurement review and recommendation.

- 8.4.2 Frameworks for consideration will include:

- **Southern Construction Framework (SCF)** – Lot 2/ Lot3 (Multi supplier framework)
- **Scape** (Major works) (Single contractor framework – Wates)
- **Pagabo** – (Multi supplier framework single or two stage appointment or Direct Award)
- **Crown Commercial Services** - RM6088 - Construction Works and Associated Services.

9 Recommendations and Next Steps

9.1 Summary

9.1.1 There is an opportunity to expand the scope of the Leisure feasibility study to assess the opportunity to deliver a combined Leisure and Civic Hub at the heart of Farnborough Town centre. Initial estimates for delivery of this project are a maximum of £49,000,000 subject to more detailed cost work being undertaken.

9.1.2 Increasing the scope of the project has the potential to deliver a range of benefits including:

- Re-providing key civic amenities co-located on one site for ease of access by public.
- Release of existing sites to facilitate Civic Quarter Masterplan delivery.
- Address significant issues with existing Council Office accommodation.
- Deliver workplace transformation through new, modern accommodation and build on 'new normal' resulting from Covid-19 response.
- Create new opportunities for further co-location of services and improved functionality and efficiencies through sharing accommodation and multiple-use or particular areas.
- Delivery of more efficient and cost-effective accommodation (running costs, management. Maintenance and life-cycle costs).
- Delivery of a green building to latest design standards which delivers a significantly improved working environment and aspires to be carbon neutral.

9.1.3 An enhanced feasibility will initially focus on two options:

- c) Leisure Centre and Civic Hub based on the scope outlined in this document.
- d) Leisure Centre only.

9.1.4 If during feasibility it becomes apparent that the full scope of the Civic Hub is unaffordable (based on the agreed project budget estimate), the project will assess alternative delivery options.

9.2 Recommendations

The following decisions are required to enable the project to proceed:

- a) Confirm approval for delivery of an enhanced feasibility study to include: Civic and Leisure Centre as well as Leisure Centre only as detailed in the OBC;
- b) Agree increase of the current feasibility budget by £100,000 to a maximum of £200,000 for delivery of the feasibility and detailed business case;
- c) Note the recommended project approach and resource model for delivery of the feasibility study; and
- d) Note the range of cost estimates detailed in section 6 subject to refining the scope and final brief.

Redcar Leisure Centre
Case Study







DETAILS

Name: REDCAR LEISURE & COMMUNITY HEART

Client: Redcar & Cleveland Borough Council

Location: Redcar, Teesside

Start/Complete: April 2010/May 2014

Total Value: £30M

Form of Contract: NEC 3 via SCAPE

Services: Masterplanning, Architecture & Interiors

CONSULTANTS

Civil & Structural Engineer: Buro Happold

M & E Engineer: Buro Happold

Landscape Architects: OOBÉ (Oliver Smith)

Acoustic Consultant: Pace Acoustics (Martin Jones)

Fire Consultant: Omega Fire (Dane Owen)

Planning and Transport: DHA

Facade Design: GT3 Architects

Project Architect: GT3 Architects (Mark Gowdridge)

Technical Director: GT3 Architects (Simon Dunstan)

PROJECT SUMMARY

This significant regeneration development has transformed Redcar town centre and created a significant, positive social, economic and environmental impact on the community. The new destination combines a wet and dry leisure centre, 25,000sqft of civic office facilities, a serviced office centre, flexible community hall, car parking and major public realm improvements into a single, comprehensive redevelopment that brings together a range of Council functions into a dedicated community hub. The state of the art leisure centre contains three swimming pools, fitness and studios and an innovative flow-rider. The project included a new community centre for children and adults with learning difficulties (as part of an enabling-works package) and the relocation of the existing library. The centre is set around a new civic square linked into the surrounding fabric via a tree-lined boulevard and the retention of an existing historic school wall and garden. It sits adjacent to the existing rail line and main interchange.

8 lane 25m swimming pool	✓
Teaching pool with full moving floor	✓
Fun water space	✓
Surfing machine	✓
Flexible 8 court community hall space	✓
150 station fitness suite	✓
2 no. exercise studios	✓
Spinning studio	✓
Café / community hub space	✓
Wet changing village and dry changing facilities	✓
Library	✓
25000 sqft of civic office space	✓
7000sqft of serviced offices for local businesses	✓
Central energy centre	✓
Community youth centre	✓
Car parking and public realm	✓

COMPARISONS WITH RUSHMOOR PROJECT

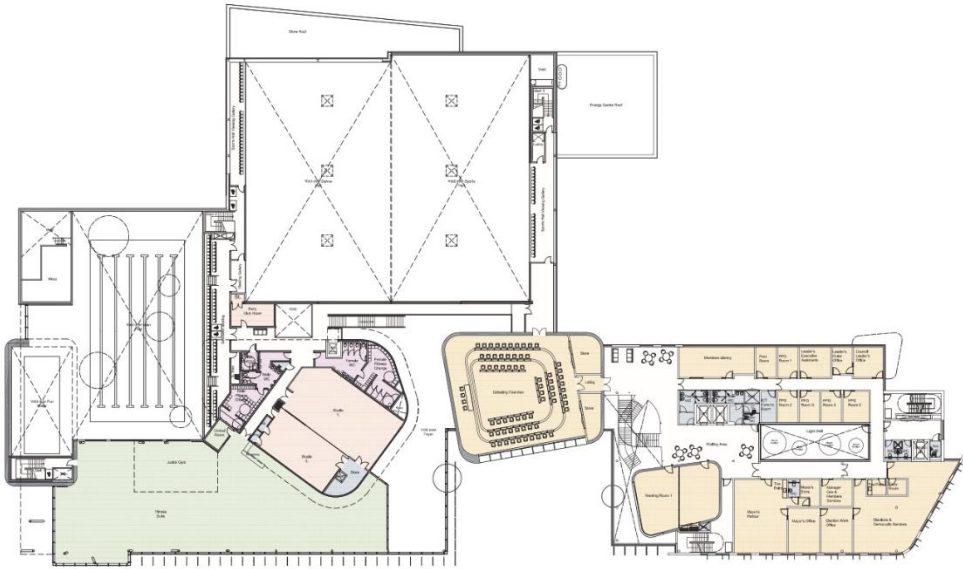
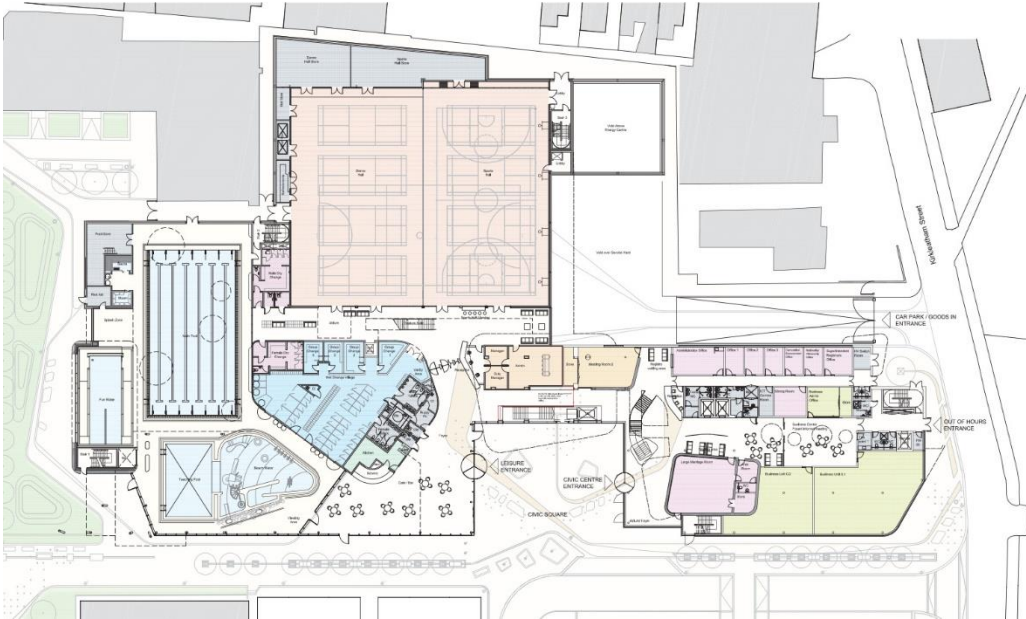
Urban site within the town centre	✓
Contaminated land and asbestos	✓
Situated next to the main railway line and terminal	✓
Sustainability / Passive central to the design brief	✓
Flexible community hall space	✓
Leisure and office facilities	✓
Separate serviced office space	✓
Multiple stakeholders	✓

COMMUNITY OUTCOMES

- **Regeneration:** Strategic importance to the town and a catalyst for future regeneration, this project has rebuilt a cohesive local community and addressed health and wellbeing.
- **Place-making:** The project is seamlessly integrated into the existing urban fabric of the town centre and has become a focal point for a wide range of uses, activities and events.
- **Inclusive:** Over 63 separate meetings were held with local sporting groups, community groups, local business owners, local schools and colleges and elected Members to ensure that the facility mix met the specific needs of the community.
- **Considerate neighbours:** the project was delivered in two phases in a tight, urban site in Redcar Town Centre, with minimal disruption to neighbours through careful phasing.
- **Sustainable:** Every aspect of the brief was assessed in relation to capital and lifecycle cost but also revenue to ensure future sustainability.
- **Accessible:** Through careful technical and financial modelling we created space for public realm at ground floor and basement parking, to provide a safe and secure car park for use by the whole community in a convenient town centre location.

Case Study

Redcar Leisure Heart





ENGAGEMENT AND COLLABORATION

- **Education:** Local secondary and primary schools were consulted as part of the leisure centre and youth development centre. This made sure that the facilities (such as the skate park, outdoor gym, common rooms and games room), would be used to the maximum. The Grenfell youth centre has seen footfall increase by 400,000 over the last few years, making it one of the largest youth projects in the UK.
- **Community Regeneration:** The project has redefined the urban core and acts as a catalyst for future development. The project was won in competition and is the largest regeneration project in Redcar's recent history. The design process was underpinned by a comprehensive approach to engagement which has involved the public, stakeholders and all levels of the Council, leading to a £2 million reduction in construction value and improved buy-in from the community.

INNOVATION

- **Shared-spaces:** Collaboratively challenging existing operational models and practices saved over 700sqm of space from the original brief saving £2.2M from the project budget.
- **Flexibility:** By introducing the UK's largest, full height moving wall in the sports hall, we were able to provide a highly flexible community hall space (8 courts) which could be divided into various sizes).
- **Inclusive:** Accessible for all with DDA facilities beyond the requirements of Part M (working closely with Sport England).
- **Filtration:** One of the first in the UK to introduce a moss product for the filtration system which promotes wellbeing by removing the need for chemicals in the water.
- **Passive:** The office spaces have been designed to meet Passive Haus principles and the building achieved BREEAM 'Excellent'.
- **Filtration:** One of the first in the UK to introduce a moss product for the filtration system which promotes wellbeing by removing the need for chemicals in the water.



LEGACY OUTCOMES

- **Participation:** 60% increase in gym and leisure membership and 75% increase in visitors to the centre.
- **Financial:** The business and commercial space is fully let and income-generating for the Council, delivering additional employment opportunities.
- **Environmental:** BREEAM 'Excellent' and incorporates a wide range of passive and active environmental measures including a separate energy centre, PV, CHP and the recirculation of wasted gym heat (to warm the pool water).
- **Wellbeing:** Excellent natural daylight, high levels of natural ventilation and extensive use of natural materials all benefit physical and psychological wellbeing.

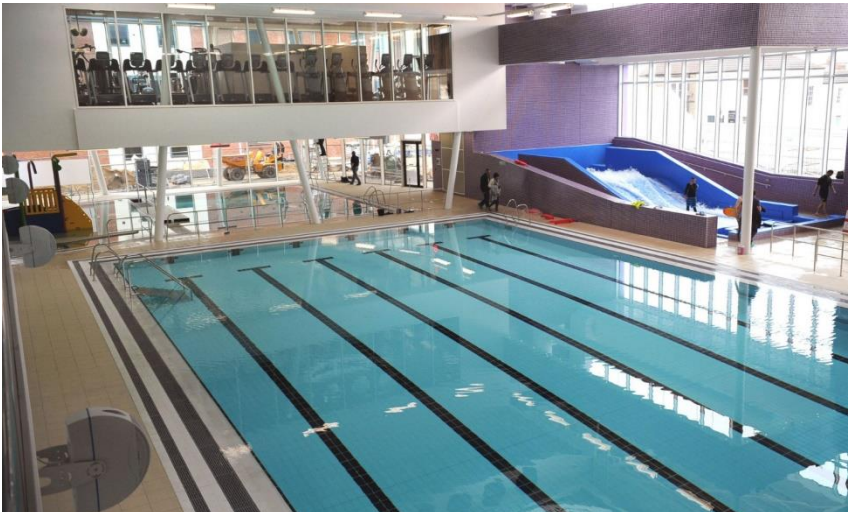
CLIENT TESTIMONIAL

"I would like to thank you and your colleagues for the significant effort you have given to the project. Without the collective effort of such a talented, professional and committed team I am sure we would not be in such a position. Your team have shown immense enthusiasm and dedication to the project. All proposals are clearly steeped in sound and considered architectural and commercial rational. Thank you for working with us on what is a once in a generation opportunity for the people of the Borough. I am sure this scheme... will be a catalyst for the economic growth of not only Redcar but for the borough as a whole."

Lee Savage, Head of Economic Growth, Redcar and Cleveland Borough Council

Case Study

Redcar Leisure Heart



Pack Page 65



Annex D - Feasibility and Detailed Business Case Deliverables

Component	Detail
1. Strategic brief	
2. Scope / options	<ul style="list-style-type: none"> • Leisure only • Leisure and Civic Hub • Council office strategy if option 2 unaffordable <ul style="list-style-type: none"> ○ Refurbish existing council office ○ Alternative council office strategy (e.g. split site/ hybrid model)]
3. Surveys	To establish ground conditions and abnormals and inform cost/ affordability and project budget
4. Land and title	Will also cover site-specific dependencies e.g. <ul style="list-style-type: none"> • Iceland • Wilky • Infrastructure (T-junction) • Library
5. Programme and phasing	
6. Planning/ consultation with statutory bodies	
7. Cost – detailed cost build-up based on survey information and initial massing/ clock design based on agreed scope.	
8. Costed Risk Register	
9. Cost benefit analysis of relocation and value for money assessment	
10. Finance and funding	Assessment of how scheme will be funded
11. Procurement strategy and rationale	
12. Project delivery structure and resources	

Table 1 Feasibility and Detailed Business Case Deliverables

Annex E Reporting Controls – Project Board

Reporting and Meetings

The Project Manager will report to the Project Board at monthly Project Board meetings. This meeting will also be a forum for discussing overall project progress and cross-departmental issues, such as departmental resource conflicts. The Project Board Agenda may include:

- Agreement on project status
- Decisions on future or corrective actions
- An analysis of known and predicted problems plus contingency plans and corrective action
- Discussion on cross department systems requirements
- The preparation of reports to the Project Sponsor and/or Members
- Discussion on corporate systems and impact on departmental projects.

Project Manager Controls

The Project Manager will have regular review meetings with the Project Board using a Highlight Report as the basis for discussion on progress to date. The Project Manager will chair the weekly Project Team Meetings. Informal Weekly Checkpoint Meetings will also take place between the Project Manager and individual Project team members. These can either be over the telephone or face-to-face.

Highlight Reports

These will be produced monthly and form part of a formal reporting procedure to the Project Board. Each Highlight Report will state:

- Tasks completed this month
- Tasks to be completed next month
- Budget and Timescale status
- Issues to resolve and decisions to be made

The Sponsor

The Sponsor has full authority for the project and together with the Project Board, will provide overall direction and final authorisation of the budget. The Sponsor will make arrangements to keep the Steering Committee and/or other Members informed on progress and will chair the monthly project progress meeting. The Sponsor is final arbitrator if the Project Board disagrees or cannot come to a consensus decision.

The Sponsor will:

- Be the key interface for the project between Members and ELT

- Facilitate relationship with RDP
- Agreeing funding for the project and be a spokesperson on the project to senior management
- Identify and qualify project benefits and ensure project outcomes deliver intended benefits
- Participate in initial project planning, including developing the project plan and the project scope
- Identify and agree key roles and resources
- Ensure project is governed effectively
- Approve any changes to the project environment, including schedules, priorities, tasks, etc.
- Identify project critical success factors and approve deliverables
- Negotiate with stakeholders to gain consensus when differences of opinion take place
- Involve stakeholders in the project and maintain their ongoing commitment to the project through using communication strategies
- Evaluate the project's success on completion

The Project Board

The Project Board responsibilities include:

- taking 'collective' responsibility for the success of the project;
- agreeing the scope, objectives and constraints of the project;
- agreeing the overall project plan;
- authorising project expenditure against budget;
- co-ordinating priorities;
- representing the project to external bodies;
- ensuring the interests of the staff or section they represent are met, when not in conflict with the project's objectives;
- ensuring that business and technical integrity is maintained;
- reviewing the status of the project each month;
- approving plans which deviate from the agreed overall project plan; and
- providing top level decision making and problem resolution.

Project Executive

Main responsibilities include:

- Contribute to drawing up and agreeing achievable project plan and managing the progress against plan
- Taking responsibility for quality and performance particularly in terms of meeting project objectives, timescales, budget and sponsor satisfaction
- Reporting formally to the Regeneration Programme Board

- Providing top-level briefings and reports to the Sponsor as requested
- Chairing project meetings
- Leading stakeholder engagement and consultation
- Coordination of set-up of the Project Office
- Leading procurement and appointment of resources (in coordination with Council procurement officer)
- Helping specify and agree any changes or modifications to the project plan, timescales or deliverables
- Ensuring resources are trained/supported to enable them to undertake their project tasks
- Motivating and leading the Project Team to a successful project completion
- Ensuring that safety and security standards are maintained throughout the project (within Council agreed policies)
- Conforming to agreed tolerance and escalation levels
- Leading commercial discussions (in close liaison with Project sponsor and other key project stakeholders)
- Contributing to risk assessment and monitoring
- Dealing with any project team issues as they arise
- Advising on budget spend outside tolerances
- Ensuring coordination and delivery of OBC, Feasibility Study (including appointment of Technical Advisors to undertake this work) and production of final Business Case.

The Project Manager

Main responsibilities include:

- Reports to Project Executive
- Prepare project plans for approval
- Monitor and report on project delivery to ensure it is delivered on time and meets all the required tasks as set out in the Project Plan
- Understand the tolerance levels and alert the Project Executive to any deviation from the plan or timescale
- Prepare project reports for the progress meetings and other relevant progress or Project Board meetings as required by the Project Executive
- Support procurement and appointment of resources
- Liaise with related projects to ensure that common areas of interest are identified and kept under consideration with no conflict of resources or objectives
- Help specify and agree any changes or modifications to the project plan
- Producing and maintaining risk and issues log
- Maintain budget monitoring
- Produce and manage project communications
- Contribute to risk assessment and monitoring

- Coordinate Feasibility Study deliverables
- Approve budget spend within tolerances

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CABINET

COUNCILLOR MARTIN TENNANT
MAJOR PROJECTS AND PROPERTY
PORTFOLIO HOLDER14th July 2020

REPORT NO. RP2011

KEY DECISION: YES

**REGENERATING RUSHMOOR PROGRAMME – UNION STREET,
ALDERSHOT REGENERATION SCHEME****SUMMARY:**

This report set outs a progress update in relation to the redevelopment of Union Street, Aldershot. It also seeks the necessary approvals to undertake demolition and clearance of the site and maintain the development timetable that ensures the Council can make best use of external grant funding that has been secured against the scheme.

RECOMMENDATION:

That Cabinet;

1. Notes the update on the due diligence being undertaken and proposed decision making process.
2. Agrees to move forward with the demolition of the site including procurement of demolition services and award of contracts through an appropriate framework to clear and prepare the site for construction as soon as practicable.
3. That the costs of demolition and site clearance be met from the capital budgets already set aside for the regeneration of Union Street.
4. Notes the establishment of an internal (client) project team and approves appointment of other advisors and procurement of advice as necessary to complete the due diligence and support the demolition and clearance of the site with the costs being met from budgets already agreed for the regeneration programme.
5. In relation to planning application (ref: 20/00171/FULPP) to agree to enter into the necessary legal agreement(s) in relation to the planning obligations set out in section 4.4 to secure planning approval in a timely manner.
6. Notes the appointment of external solicitors to progress with the Agreement for Lease and associated documents with the University for the Creative Arts (UCA).
7. Notes that £1.2m of grant funding from the Enterprise M3 LEP has now been formally approved.

1. INTRODUCTION

- 1.1. The regeneration of land at Union Street in Aldershot Town Centre is a Council priority. Delegated authority was provided to the Executive Head of Regeneration and Property (RP2005) to submit planning applications and secure the appropriate permissions as required to enable the Union Street regeneration scheme in Aldershot Town Centre. The planning application was submitted in early March 2020 and was approved by the Development Management Committee on 24 June.
- 1.2. Cabinet Report RP2008 outlined the next steps and shared the Rushmoor Development Partnership's Project Plan in relation to the redevelopment of the site. The report detailed what could be progressed, what was being reviewed, set out arrangements for due diligence and highlighted the potential delays in the programme for other elements.
- 1.3. This Report provides Cabinet with a further update as at end June 2020 and seeks a range of approvals to progress the scheme.

2. BACKGROUND

- 2.1. The regeneration of Aldershot Town Centre is a corporate priority and Union Street is identified as a key site allocation for regeneration within the Rushmoor Local Plan (adopted February 2019) and the Aldershot Prospectus SPD. It has formed part of the portfolio of sites being progressed by the RDP since its inception in late 2018.
- 2.2. Following Cabinet approval (RP2005), a planning application was submitted to the Local Authority by the RDP on the 4th March 2020 for a mixed use scheme comprising 100 residential units, purpose built student accommodation (PBSA) (128-bed spaces) for the University for the Creative Arts (UCA) and ground floor commercial uses (2,237sqm GEA) focused around a central yard with an independent trader focus. The submission followed on from a period of public consultation in January/February 2020, with two public drop-in sessions held in Aldershot town centre on the 16th and 18th January. From the responses received to the feedback forms, approximately 80% of respondents supported the proposals that were presented and 97% agreed that Aldershot town centre needs regeneration. The planning application seeks to be planning policy compliant in providing 20% of housing units as affordable.
- 2.3. The planning application was validated on the 6th March 2020 and Cabinet is to note that it was considered by Development Management Committee at its meeting on 24 June 2020 and agreed subject to suitable legal agreements to secure the required planning obligations.

3. DUE DILIGENCE PROCESS UPDATE

- 3.1. Cabinet Report RP2008 set out that the detailed Project Plan associated with the Union Street scheme from the RDP was being considered and due diligence was being undertaken on matters including commercial, property, legal and finance assumptions and procurement options associated with the delivery of the scheme.
- 3.2. The Council commissioned Grant Thornton UK LLP to provide due diligence of the Scheme based on two scenarios:
 - 100 residential units and 16 commercial units for sale and 128 rooms for rental of student accommodation; or
 - rental of the residential, student accommodation and commercial units with the same unit numbers as stated above.
- 3.3. The due diligence is to be reported in two phases that cover the following:
 - Delivery structures – the approach to managing control, risk and return for the Council including an overview of the relative merits of the alternative delivery options available, the governance arrangements and the financial implications to the Council;
 - Funding scenarios – appraisal of funding scenarios available for the Scheme, including the use of equity investment, borrowing under the Prudential Works Loans Board (PWLB), grant income and other third-party borrowing;
 - High-level affordability – outputs from the financial development appraisal working paper assessment of Scheme viability.
- 3.4. Once the funding approach has been agreed any procurement for construction can commence.
- 3.5. The Council has received the Phase 1 Report which is now being signed off by Grant Thornton and anticipates the Phase 2 report later this month. Over the coming weeks a number of member briefings will be held to ensure that all members are fully sighted on the scheme and delivery and funding options before being asked to make final decisions on delivering the scheme.

4. MAINTAINING DELIVERY TIMESCALES - DEMOLITION

- 4.1. In order to meet timescales associated with grant payment from Homes England and Enterprise M3 LEP the scheme is required to start on site this calendar year. Therefore, a delivery approach is sought which enables it to progress the Scheme within this timeframe. One way to do this is to enable demolition and clearance of the site whilst the due diligence work continues.
- 4.2. Proceeding with demolition outside a main construction contract is not without risks as the demolition contractor will not necessarily have a vested interest in the future of the site and therefore close supervision is needed if

issues are to be avoided during construction. Officers have therefore been considering a variety of approaches to the procurement of a demolition contractor. In all cases the Council will need to put in place a more robust 'client side' and the project team is currently being scaled up accordingly with the costs being met from budgets already agreed to support the regeneration programme.

- 4.3. Cabinet have already agreed in report RP2008 that procurement for demolition should proceed with the tenders begin reported back to Cabinet. It is most likely that the Council will proceed to award the demolition contract through a procurement framework either as a direct award or through a mini competition and agreement is now sought to take this forward and for officers to award the contract under an appropriate framework.
- 4.4. Whilst the contract amounts are significant, using frameworks is normal practice with construction schemes. A procurement framework is an agreement put in place with a provider or range of providers that enables buyers to place orders for services without running lengthy full tendering exercises. Frameworks are based on large volume buying. Aggregating different buyers' potential needs means individual buyers can source services at lower prices, or with special added benefits and/or more advantageous conditions.
- 4.5. Frameworks are often separated into different Lots with different suppliers qualified for lots within the same framework – these are often geographical. Procurement framework agreements are OJEU compliant, removing the need to independently undertake a full European Union (OJEU) procurement process, as this has already been done as part of setting up the framework. Agreed terms and conditions are provided include forms of contract and overhead and profit so that Framework Users can simply 'call-off' the framework to meet their own local requirements.
- 4.6. Members can be confident that through whichever framework route is taken the procurement will meet OJEU legal requirements.

5. PLANNING OBLIGATIONS

- 5.1. Major planning applications such as Union Street will carry with them an expectation that the landowner enters into a section 106 agreement (also referred to as planning obligations) to mitigate the impact of the development on the local community and infrastructure. In Rushmoor, such obligations are used to secure public open space improvements, to provide suitable alternative natural greenspace (SANG), transport improvements and affordable housing provision. These obligations are subject to specific triggers and are payable at that point in the development.
- 5.2. A section 106 agreement is bound to the land upon which the permission relates and therefore requires the landowner to enter into the agreement with the Local Planning Authority. In the instance of the Union Street proposals, due to the fact that the landowner is the Council, it cannot enter

into a legal contract with itself, principally on the basis that such an agreement would not be enforceable. Given the Council may not retain freehold interest throughout the development the enforceability of the obligations is an essential consideration.

- 5.3. Consequently, an alternative route of securing such obligations is required that is binding upon the Council and any successors in title in order to ensure the proposed scheme is acceptable to the Local Planning Authority and enable the planning permission to be issued. The Council has commissioned legal advice to determine and specify the most appropriate legal route.
- 5.4. As the Council is currently the freeholder and may retain that interest for the duration of the development process, it is proposed that such a commitment to making the necessary contributions, as detailed below, is agreed by the Cabinet in the first instance. Entering into these obligations places no immediate financial requirements on the Council and the financing of them will be an integral part of the agreement of the development process.
 - Public Open Space Improvements: £100,000
 - Playground Improvements: £98,400
 - Pitches & Sports Facilities: £59,392
 - Suitable Alternative Natural Greenspace : £962,526
 - Strategic Access, Management and Monitoring : £82,003

6. UCA LEASE UPDATE

- 6.1. Cabinet is asked to note that the Council has now appointed Geldards to act on its behalf in progressing the Heads of Terms agreed with UCA to an Agreement for Lease.

7. UPDATE ON ENTERPRISE M3 LEP FUNDING

- 7.1. In addition to the Homes England HIF funding (£5m) that has been secured against the Union Street development, Report RP2008 set out that the Council had also been progressing a bid to the Enterprise M3 LEP for grant funding of £1.2m. Officers are pleased to confirm that this funding bid has now been approved and the grant funding agreement is being progressed in accordance with the delegations approved in Report RP2008.
- 7.2. Members should note that a condition of the legal agreement is that any cost overruns for the project are the responsibility of the Council.

8. RISKS AND IMPLICATIONS

Risks

- 8.1. This is a significant scheme and as the Council moves the project to implementation a full risk and opportunities register is being prepared for the

project. The appointment of Grant Thornton is also significant in identifying and managing the wide range of financial risks associated with the project.

- 8.2. For the purposes of the approvals being sought from this report, the key risks are associated with external funding commitments and potential lease obligations. Both Homes England and the LEP are aware of the latest position in respect of scheme delivery from a funding perspective and the UCA has confirmed that it is willing to accommodate some flexibility in terms of handover.
- 8.3. Risks associated with the Council taking forward the demolition of the site will be mitigated by strengthening the Council's 'client side' project team.

Legal Implications

- 8.4. The Council has entered into a contract with Homes England in respect of the HIF funding. The contract sets out the milestones that the Council needs to meet in order to secure the funding. The inability to meet these milestones would result in the Council defaulting on its legal obligations and put at risk the funding drawdown. A deed of variation may be required in order to reflect any changes that may have a bearing on the delivery timescales. Homes England has been advised of the latest position.
- 8.5. Officers will need to ensure that the procurement process proposed accords with the Council's agreed rules and procedures.

Financial and Resource Implications

- 8.6. An appropriate capital budget has been identified to support the extent of the works associated with the recommendations sought from this report.

Equalities Impact Implications

- 8.7. There are no known equalities impact implications arising from this report.

9. CONCLUSIONS AND RECOMMENDATIONS

- 9.1. Achievement of planning consent is a key step in the regeneration of Aldershot. The due diligence work currently being undertaken with Grant Thornton will set out options as to how the scheme is developed and financed and this work should be completed over the next few months. This report enables the project to continue by undertaking demolition and site clearance which will reaffirm the Council's commitment to the delivery of this priority project.
- 9.2. The recommendations set out within this report align with the 'Place' priority within the Council's Business Plan (April 2019) by continuing to drive forward the regeneration of Aldershot and Farnborough town centres.

BACKGROUND DOCUMENTS:

Cabinet Reports RP2005 and RP2008

Council Meeting 25th July 2019 - Agenda Item no. 5(3) Rushmoor Development Partnership – Approval of Business Plan

Cabinet Report CEX1806
Establishing the Rushmoor Development Partnership

Council Meeting 4th October 2018 – Agenda Item no. 5 Establishing the Rushmoor Development Partnership (RDP)

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