



GEDLING BOROUGH COUNCIL
Strategic Outcomes Planning Model

September 2023



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Glossary	
GBC	Gedling Borough Council
SOPM	Strategic Outcomes Planning Model
PHE	Public Health England
SE	Sport England
DCMS	Department for Digital, Culture, Media and Sport
BMA	British Medical Association
BFS	Indoor Built Facility Strategy
ISFNA	Indoor Sports Facilities Needs Assessment
ANOG	Sport England’s Assessing Needs and Opportunities Guidance
Members	Current leisure centre known users
Centre	Includes leisure centres managed by Gedling Leisure
Facility (ies)	The areas available within a centre such as sports hall, pool, tennis courts, changing rooms etc.
Leisure Activity	Activities people do to relax or enjoy themselves outside of work and other duties.
Physical Activity	Active living, recreational activity, sport, exercise, play and dance.
Sport	“All forms of physical activity which, through casual or organised participation, aim at expressing or improving physical fitness and mental wellbeing, forming social relationships or obtaining results in competitions at all levels.” (Council of Europe, 2001).
Lockdown	Lockdown One refers to the period mid-March to mid-May 2020 when physical activity choice was restricted Lockdown Two refers to the period 5th Nov – 2 nd Dec 2020 Lockdown Three refers to the period 4 th January 2021 onwards
Healthy Living	The practice of health enhancing behaviours
Active Travel / Active Transport	‘Active travel’ (or active transportation or mobility) means walking or cycling as an alternative to motorised transport (notably cars,

Glossary	
	motorbikes/mopeds etc) for the purpose of making every day journeys. ¹
AGP	Artificial Grass Pitch

¹ PHE 'Working Together to Promote Active Travel' A briefing for local authorities 2016



Stage 4 - Commitment

1. Stage 4 – Commitment

Secure commitment to a strategic approach and delivery of outcomes

- 1.1. This stage brings together all the key outputs from previous stages into a business case that provides a holistic and complete view of the local authority's strategic approach. This stage will show that implementation is affordable, achievable and sustainable.
- 1.2. A key step in this stage is the identification of resources and specialist support to progress the implementation stage. This could be external or additional internal support such as procurement, redesign services to move towards implementation.
- 1.3. This approach will assist the Council to move towards implementation of its strategic approach having secured stakeholder commitment and 'buy in'.
- 1.4. The three steps within this stage are:

Step 1A – agree a sustainable and effective business case;

Step 1B – identify resource requirements to support implementation;

Step 1C – secure stakeholder commitment and move to implementation.

1.5. Revenue and Capital Impact

1.5.1. Initial feasibility work has suggested that there is scope to improve the annual revenue position as a result of the proposed facility interventions of replacing both Arnold Leisure Centre and Carlton Forum Leisure Centre, as set out in the table below (assuming in-house management). These calculations assume there would be no ongoing costs for Redhill Leisure Centre.

1.5.2. It is projected that if both projects are progressed the annual savings in the region of £1.2-£1.7m could be achieved.

Table 1 – In-house Management – Replacement of Both Centres

In-House - Both Centres Replaced	Calverton Leisure Centre	Redhill Leisure Centre	Arnold Theatre	Arnold Leisure Centre	Carlton Forum Leisure Centre	Richard Herrod centre	Total	Potential Saving
Current Deficit (2023/24 Budget)	£336,100	£311,600	£193,100	£412,300	£214,700	£475,200	£1,943,000	
Projected Deficit/Surplus - year 1	£336,100	0	£193,100	£216,567	£-19,067	0	£726,700	£1,216,300
Projected Deficit/Surplus - year 5	£336,100	0	£193,100	£-271,608	£-56,377	0	£201,216	£1,741,784

1.5.3. The following tables show the savings if one project or the other is progressed.

Table 2 – In-house Management - Replacement of Arnold Centre

In-House - Arnold Only	Calverton Leisure Centre	Redhill Leisure Centre	Arnold Theatre	Arnold Leisure Centre	Carlton Forum Leisure Centre	Richard Herrod centre	Total	Potential Saving
Current Deficit (2023/24 Budget)	£336,100	£311,600	£193,100	£412,300	£214,700	£475,200	£1,943,000	
Projected Deficit/Surplus - year 1	£336,100	£0	£193,100	£216,567	£214,700	£475,200	£1,435,667	£507,333
Projected Deficit/Surplus - year 5	£336,100	£0	£193,100	£-271,608	£214,700	£475,200	£947,492	£995,508

Table 3 – In-house Management - Replacement of Carlton Forum Leisure Centre

In-House - Carlton Forum Only	Calverton Leisure Centre	Redhill Leisure Centre	Arnold Theatre	Arnold Leisure Centre	Carlton Forum Leisure Centre	Richard Herrod centre	Total	Potential Saving
Current Deficit (2023/24 Budget)	£336,100	£311,600	£193,100	£412,300	£214,700	£475,200	£1,943,000	
Projected Deficit/Surplus - year 1	£336,100	£311,600	£193,100	£412,300	£-19,067	£0	£1,234,034	£708,966
Projected Deficit/Surplus - year 5	£336,100	£311,600	£193,100	£412,300	£-56,377	£0	£1,196,724	£746,276

1.5.4. [Appendix 12](#) and [Appendix 13](#) contain the initial revenue business plans and assumptions for the two leisure centre projects.

1.5.5. Arnold Leisure Centre

1.5.6. The table below sets out the potential revenue position once the works are completed. The business plans take into account the new VAT guidance and exclude capital/finance and depreciation costs. Overall, it is projected that Arnold Leisure Centre could operate at a surplus with the proposed facility mix.

Table 4 – Arnold Leisure Centre – Potential Revenue Position

SUMMARY	2022/23 Actuals	2023/24 Budget	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
INCOME							
Health & Fitness Memberships	91,542	99,700	552,587	867,577	1,038,930	1,076,526	1,076,512
Fitness casual	0	0	40,300	40,300	40,300	40,300	40,300
Group Exercise Casual	0	0	41,610	41,610	41,610	41,610	41,610
Swimming Casual	123,099	140,300	163,155	181,284	181,284	181,284	181,284
Swimming Lessons	531,859	518,700	555,458	584,693	584,693	584,693	584,693
Swimming Hire and other	0	0	45,977	51,085	51,085	51,085	51,085
Health Suite	0	0	21,605	21,605	21,605	21,605	21,605
Secondary	5,943	11,100	142,533	179,848	199,442	204,753	204,755
Miscellaneous	706	700	0	0	0	0	0
TOTAL INCOME	753,148	770,500	1,563,225	1,968,002	2,158,948	2,201,856	2,201,843
EXPENDITURE							
Salaries	494,356	577,000	1,129,319	1,188,757	1,188,757	1,188,757	1,188,757
Utilities	154,196	268,200	195,250	199,155	203,138	207,201	211,345
NNDR	28,224	39,500	60,000	60,000	60,000	60,000	60,000
Insurance	0	0	0	0	0	0	0
Lifecycle	0	0	0	33,125	66,250	66,250	66,250
Repairs & Maintenance	46,160	22,800	43,931	58,575	58,575	58,575	58,575
Grounds Maintenance	0	0	0	0	0	0	0
Cleaning & Chemicals	11,007	9,100	11,715	11,715	11,715	11,715	11,715
Equipment	15,233	12,400	19,525	19,525	19,525	19,525	19,525
Other Supplies	13,992	7,900	15,632	19,680	21,589	22,019	22,018
Advertising & Marketing	6,199	8,100	98,448	29,520	32,384	33,028	33,028
Communications	1,286	17,500	18,759	23,616	25,907	26,422	26,422
Other Administration	13,900	15,300	16,940	17,831	17,831	17,831	17,831
Costs of Sales	0	0	85,520	107,909	119,665	122,852	122,853
Capital/Finance/Depreciation Costs	122,810	122,000	0	0	0	0	0
Risk / Contingency	0	0	0	0	0	0	0
Irrecoverable VAT	0	0	0	0	0	0	0
Other	7,437	900	0	0	0	0	0
TOTAL EXPENDITURE	914,800	1,100,700	1,695,040	1,769,409	1,825,338	1,834,175	1,838,320
Central Costs	97,600	82,100	84,752	88,470	91,267	91,709	91,916
SURPLUS / DEFICIT	-259,253	-412,300	-216,567	110,122	242,343	275,972	271,608

1.5.7. If the centre was operated by an external contractor, it is anticipated that a slightly higher surplus would be generated with a potential management fee payment to the Council in the region of £350k per annum (this assumes a shared maintenance risk profile).

1.5.8. **Carlton Forum Leisure Centre**

1.5.9. The table below sets out the potential revenue position once the works are completed. The business plans take into account the new VAT guidance and exclude capital/finance and depreciation costs. Overall, it is projected that a replacement Carlton Forum Leisure Centre could operate at a small surplus with the proposed facility mix.

Table 5 – Carlton Forum Leisure Centre– Potential Revenue Position

SUMMARY	2022/23 Actuals	2023/24 Budget	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
INCOME							
Health & Fitness Memberships	614,792	676,000	720,401	757,638	757,783	757,625	757,569
Fitness casual	0		33,700	33,700	33,700	33,700	33,700
Group Exercise Casual	0		30,970	30,970	30,970	30,970	30,970
Assisted Exercise Suite	0		35,418	60,506	73,623	77,308	77,264
Swimming Casual	142,973	185,400	188,833	209,814	209,814	209,814	209,814
Swimming Lessons	478,928	462,300	506,438	533,093	533,093	533,093	533,093
Swimming Hire and other	0		39,861	44,290	44,290	44,290	44,290
Health Suite	5,818	3,000	25,125	25,125	25,125	25,125	25,125
Bowls Hall Rent			20,000	20,000	20,000	20,000	20,000
Community Room Hire			84,750	84,750	84,750	84,750	84,750
Secondary	11,871	16,900	211,141	227,243	229,115	229,606	229,613
Miscellaneous	223,926	244,600	84,750	84,750	84,750	84,750	84,750
TOTAL INCOME	1,478,308	1,588,200	1,981,386	2,111,878	2,127,011	2,131,030	2,130,937
EXPENDITURE							
Salaries	900,596	982,200	1,138,704	1,198,635	1,198,635	1,198,635	1,198,635
Utilities	112,632	237,500	231,400	236,028	240,749	245,564	250,475
NNDR	92,672	120,300	60,000	60,000	60,000	60,000	60,000
Insurance	0		0	0	0	0	0
Lifecycle	0		0	32,375	64,750	64,750	64,750
Repairs & Maintenance	90,891	125,500	52,065	69,420	69,420	69,420	69,420
Grounds Maintenance	0		0	0	0	0	0
Cleaning	15,445	12,500	13,884	13,884	13,884	13,884	13,884
Equipment	37,209	45,300	23,140	23,140	23,140	23,140	23,140
Other Supplies	30,100	19,000	19,814	21,119	21,270	21,310	21,309
Advertising & Marketing	6,241	18,500	104,721	31,678	31,905	31,965	31,964
Communications	2,547	26,700	23,777	25,343	25,524	25,572	25,571
Other Administration	42,158	34,400	22,774	23,973	23,973	23,973	23,973
Costs of Sales	0		126,684	136,346	137,469	137,764	137,768
Capital Costs	44,893	39,600	0	0	0	0	0
Risk / Contingency	0		0	0	0	0	0
Irrecoverable VAT	0		0	0	0	0	0
Other	105,941	800	0	0	0	0	0
TOTAL EXPENDITURE	1,481,326	1,662,300	1,816,962	1,871,940	1,910,719	1,915,977	1,920,889
Central Costs	157,000	140,600	145,357	149,755	152,857	153,278	153,671
SURPLUS / DEFICIT	-160,018	-214,700	19,067	90,183	63,435	61,775	56,377

1.5.10. If the centre was operated by an external contractor, it is anticipated that a slightly higher surplus would be generated with a potential management fee payment to the Council in the region of £170k per annum (this assumes a shared maintenance risk profile).

1.5.11. Capital Costs

1.5.12. At the time of completing the report the indicative capital costs to deliver both feasibility projects is £54m (including design fees, surveys, project management etc). Details are included at Appendix 10.

1.5.13. As the design continues to develop through the RIBA stages the revenue business plans and capital costs will be further developed and refined to reflect the latest design position. This will be presented in a separate business case report.

1.6. Procurement Strategy

1.6.1. Contract Options

1.6.2. This section provides an assessment of the available contract and procurement routes and associated factors in developing the Council’s procurement strategy for delivery.

1.6.3. There are two key contract options for the design and construction of the two leisure centres. The table below sets out the potential options to be considered.

Table 6 – Contract options for the council

Facility Development	Leisure Management
Traditional build	In-House/Leisure operating contract
Design and build	In-House/Leisure operating contract

- **Traditional Build**

- Contracts with a design professional (typically an architect) to design the facility. The architect may employ other “sub-consultants” such as engineers to assist in the development of the design stages. When the design is complete and approved by the council, tender documentation is prepared by the design professional and bids are solicited from building contractors.
- The Council then enters into a separate contract with a building contractor for a fixed price to construct the facility. This process therefore requires two compliant procurements – firstly for the design team and secondly for the construction team.

- **Design and Build**

- The Council enters a single contract with a building contractor who takes ultimate responsibility for both the design and construction of the facility. In the first instance, the Council will employ a professional team to develop the design and Employer Requirements to a specific design stage and then tender for a building contractor to undertake the works. Under this method of procurement, there is the opportunity to use a single or two stage tender process.

- Alternatively, the Council could consider a development partner to deliver the design and build requirements. An overview of these options is included in the table below.

Table 7 – Design & Build - Tender Processes

Design & Build Tender Process	Overview
Single Stage Design and Build	<p>Typically, the technical team develop the design to RIBA Stage 3, sometimes to RIBA Stage 4, to offer the local authority (the employer) more control over the quality of the design and then bids are sought from the contractor based on the employer's requirements. The bidding contractors submit their fixed price for the project based on the employer's requirements. The appointed contractor then develops the design to completion in parallel with constructing the facility.</p> <p>Single stage design and build maximises the transfer of risk from the local authority to the contractor. Only changes made by the local authority to the employer's requirements will attract additional cost to the local authority. It can also accelerate the overall project programme as the contractor is responsible for completing the design whilst undertaking the construction.</p> <p>This approach is less popular with contractors, during the tender stage, as the contractors and their supply chain have to commit considerable resource to obtaining prices in order to submit a fixed price bid, whilst in competition with 3-5 other bidders.</p>
Two Stage Design and Build	<p>This contracting arrangement is the most widely used. Bidding contractors do not need to commit a large resource to preparing their first stage bid, nor is there any need for them to engage with their supply chain at this stage.</p> <p>Typically, the design is developed by the local authority's technical team to RIBA stage 3, sometimes stage 2, with a set of employer's requirements. Bidders then provide their costs for preliminaries, overheads, profit and fees along with qualitative requirements. Fees might include a fixed fee for a pre-construction services agreement and fees for design. The bidders may also be required to provide a view on the robustness of the construction budget and their view of a likely contract sum for the project.</p> <p>A preferred bidder(s) is then appointed for the second stage tender process, whereby the design is developed in tandem with the local authority's technical team. The preferred bidder(s) will input to the design in terms of 'buildability' and engage with their supply chain to provide a fixed price design and build offer at the completion of the second stage, typically at RIBA stage 4.</p> <p>Like single stage design and build, two stage design and build maximise the transfer of risk from the local authority to the contractor. Only changes made by the local authority to the employer's requirements can result in additional cost to the local authority. It can also further accelerate the overall project programme as the contractor is responsible for completing the design whilst undertaking the construction and having already provided input on the 'buildability' of the project.</p> <p>The key risk on two stage design and build is cost 'creep' between the estimated cost at the first stage and the fixed price offer at completion of the second stage. It is not uncommon to see increases in the order of 15% or more between the first and second stages, necessitating extensive value engineering that can compromise quality and extend the programme, or in the worst case, the project is abandoned due to being unaffordable.</p>
Development Partner	<p>The Council could consider working with a development partner to deliver the design and build element of the project. Developers will partner with architects, cost consultants and construction companies and they will appoint those that are most suited to the individual project requirements. Development partners can support</p>

Design & Build Tender Process	Overview
	<p>clients from detailed feasibility through to construction. Using a development partner means one agreement and one relationship for the client, rather than the client having to manage architects and construction companies individually.</p> <p>Some development partners, such as Alliance Leisure, are on national frameworks, removing the need to go through a pro-longed procurement process, which can also reduce costs to the Council.</p>

1.6.4. Typical Procurement Timelines

1.6.5. Defining a typical timeline for procuring a leisure capital project, whether it is a new development or refurbishment, is influenced by many factors. These factors include the selected procurement process and contracting arrangements and external factors such as local authority and stakeholder approvals.

1.6.6. The quickest route, commencing at the issue of the OJEU contract notice to contractor appointment is Traditional, taking 3-4 months. However, the lead in time, i.e. undertaking and completing the design, is much longer.

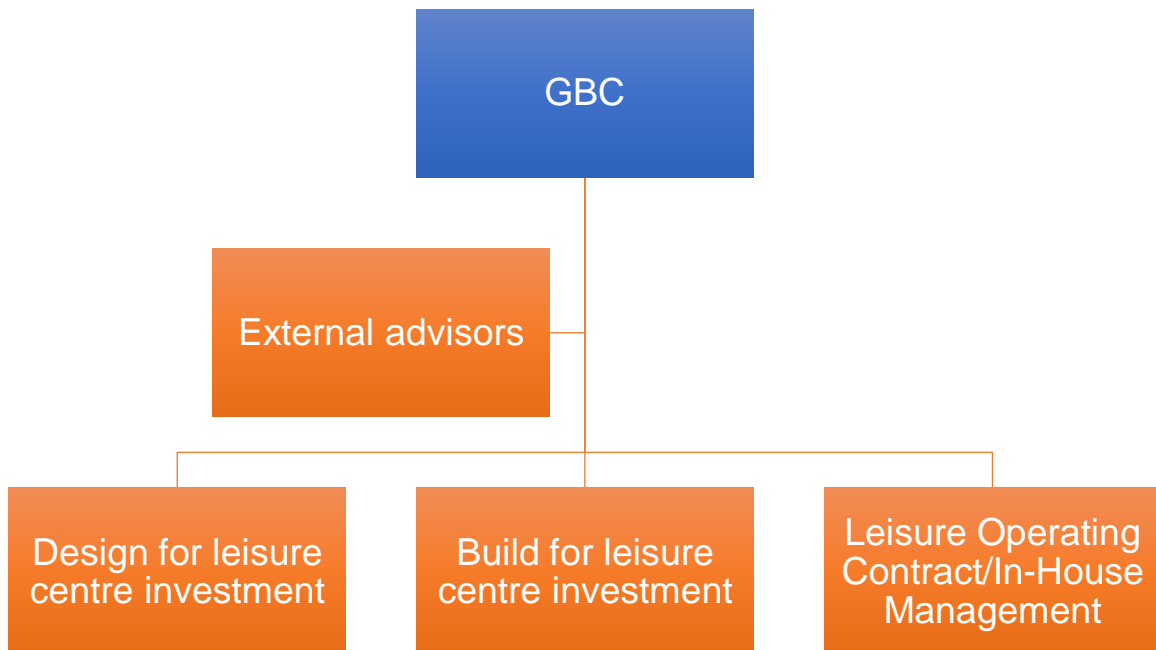
1.6.7. For single and two stage design and build, the procurement timeline is typically 8-10 months with a reduced design period. Use of a framework can reduce this to 6-8 months.

1.6.8. Contract Structures

1.6.9. We have set out overleaf the contract structures and pros and cons for each of the options for the leisure centre investment.

1.6.10. Traditional build and leisure operating contract

Figure 1 – Traditional build and leisure operating contract



1.6.11. The Council could enter into a traditional build contract for the delivery of the investment and continue to manage the centres in-house or have a separate leisure operating contract for its management.

1.6.12. In this approach, there may be practical risks around the buildability of the design and the Council will need to input a high level of resources into the design process. There may also be issues that the design is not the most efficient to construct. This can be mitigated by engaging a building contractor early to provide input into the design before it is “completed” by the relevant design consultants. However, this requires early selection of a building contractor before a fixed price for the construction works can be agreed.

1.6.13. Over the past two decades, traditional contracting has been rarely used.

1.6.14. Pros

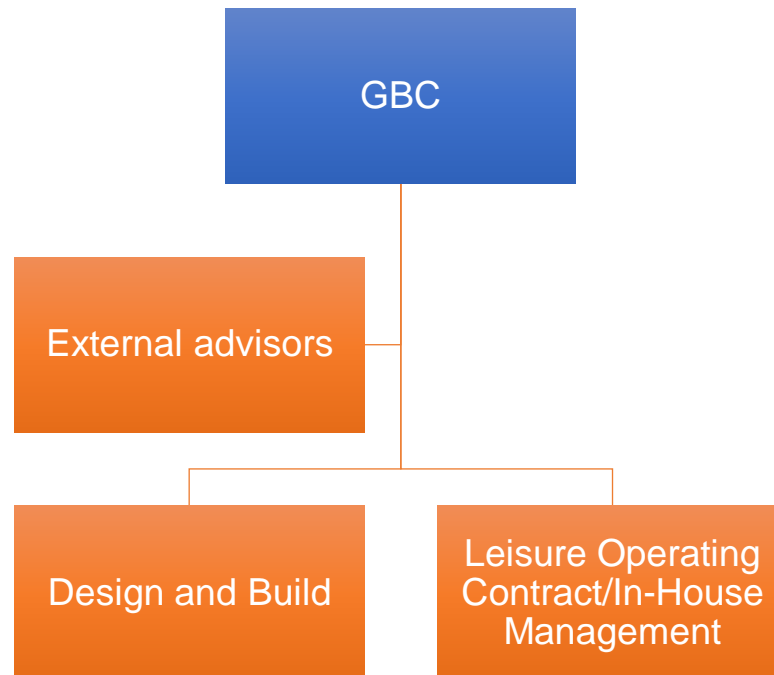
- Ultimate flexibility in the quality of design and control over the project.

1.6.15. Cons

- For the build, the Council must procure and manage a design team and construction company separately. Procurement costs can be higher, and the build process may be longer. The Council must ensure it has the resource to manage both processes. This can be mitigated by engaging a building contractor early in the process to ensure deliverability to timescales and overall affordability. Well managed “gateways” will also assist, and value engineering is always an option.
- Designers and build companies have no incentive to advise the Council on factors that may benefit the operational costs of a new facility, therefore external leisure consultants or facility staff from Sport England may be required to provide this advice.
- If management is outsourced the operator would provide a business plan against a fixed design, specification and commencement date, any changes from this will lead to revenue compensation claims from the operator, although these claims can, in part, be mitigated with appropriate clauses in the build contract.
- The Council/operator will need to be compensated for any delays in the construction and these costs will need to be built into the business plan.
- Snagging items will need to be managed by the Council and/or operator, depending on management model.

1.6.16. Design and Build (D&B)

Figure 2 – Design and build contract



1.6.17. The Council could enter into a design and build contract for the delivery of the new leisure centre and either operate the centres in-house or procure a separate leisure operating contract for management of the leisure centres.

1.6.18. Pros

- Design risk passed to the design and build company (although need to be clear where 'fit for purpose' risk lies).
- The Council has full visibility of project management, construction and management costs.
- The Council has direct control of the building project and selection of contractor.
- Simpler construction procurement process, therefore shorter timescales.
- Risk passed to the build contractor.
- The local authority will often yield a substantial management fee payment for well-designed facilities if management is outsourced or an improved subsidy position would be expected if management remains in-house.

1.6.19. Cons

- The Council would have to commit to a design concept for the leisure centre investment at an early stage.
- The Council has less control over the design of the facility and changes to design will be expensive.
- Less ability for the operator (if out-sourced) to input into the design of the facility and this may be costlier to the Council on an on-going revenue basis once the centre is constructed.

- More likely that the design and build contractor will change design to meet capital cost requirements that could have consequences on the revenue position. The Council would need to manage this risk.
- No incentive for the specification to be of a high quality to ensure on-going customer expectations are met / maintenance costs reduced, therefore employer requirements must be clear.
- Risk of inefficient design that impacts future operations remains with the Council.
- Snagging items will need to be managed by the Council and/or operator, depending on management model.
- If management is outsourced the Council will have to compensate the operator if there are delays.
- The Council will need project management capacity.

1.6.20. Development Partner

1.6.21. The pros and cons of the design and build approach above are applicable to using a development partner, however the following also applies to this method.

1.6.22. Pros

- Some development partners may have access to external funding to support the project, (this would need to be offset by the revenue generation).
- There is a high transfer of risk to the development partner.
- Improved efficiency and cost of delivery.
- Reduced tendering/estimating costs.
- Gateway approach from concept design and feasibility to cost confidence.
- Where developers are on frameworks, build work can commence more quickly.
- Developers provide full project management through the design and build phase.

1.6.23. Cons

- The development partner selects their preferred architect and build contractor for the scheme.

1.6.24. **Contract Option Analysis**

1.6.25. The following table sets out the key criteria against which to assess the appropriate contract route, the level of importance or significance to the project and the likelihood of the criteria being achieved through the contract option.

Table 8 – Contract Options Assessment

Contract type / Criteria	Importance 1 – low 2 – medium 3 - high	Traditional build and in-house management OR separate LOC	Design and build and in-house management OR separate LOC	Design and build with Development Partner
Control of detailed design of new leisure centre	1	Green	Yellow	Yellow
Risk – programme over run	2	Red	Green	Green
Construction cost certainty	2	Yellow	Green	Green
Risk – capital cost overrun	3	Red	Green	Green
Risk - planning	2	Red	Yellow	Yellow
Revenue cost certainty – new leisure centre	3	Red	Yellow	Yellow
Impact on rest of Council's leisure portfolio and future procurement	2	Green	Green	Green
Lower total (capital and revenue) costs	3	Red	Yellow	Yellow
Procurement costs	2	Red	Yellow	Green
Specialist support costs	2	Red	Yellow	Yellow

1.6.26. The traditional build route provides the Council with the best level of control of the design but leaves the Council with the highest level of risk on delivery and total cost of the project.

1.6.27. The design and build route and development partner route are comparable, with the development partner option has slightly lower procurement costs.

1.6.28. **Construction Procurement Route**

1.6.29. The Council can consider typical frameworks, for example Scape or the UK Leisure Framework for design and build or development partner contracts. It is advised that Sport England are consulted as to experience of recent good case studies.

1.7. **Council Sign Off**

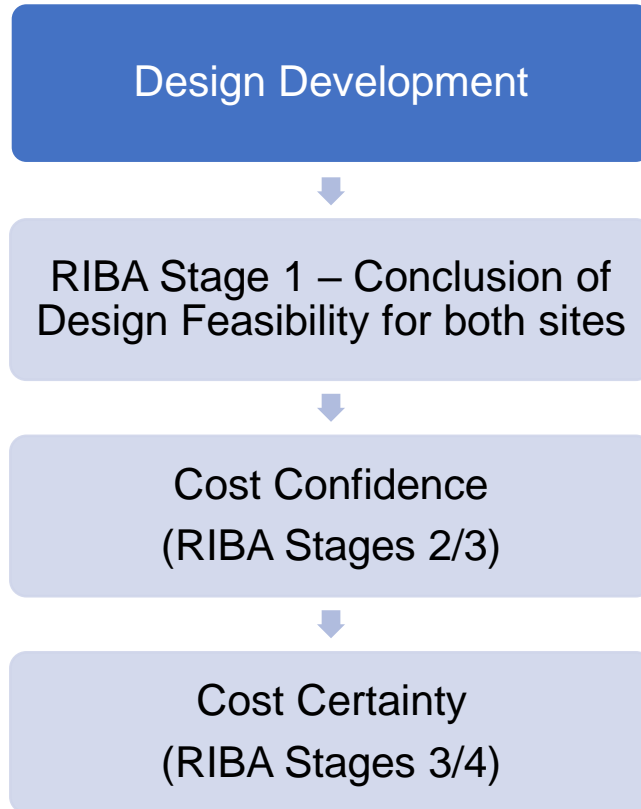
1.7.1. It is understood that this SOPM report is due to be signed off by the Council in October 2023.

1.8. Next Steps

1.8.1. Feasibility

1.8.2. The next stages to be implemented to progress with the delivery of the investment are outlined below.

Figure 3 – Design Development Next Steps



1.8.3. It is recommended that next stage feasibility projects are developed for both centres to progress RIBA Stage 1 detail to a sufficient level to support a LUF submission for Arnold Leisure Centre and to refine the facility mix options against the Council's affordability levels. A next stage feasibility for the replacement of Carlton Forum Leisure Centre should be developed in parallel with the Arnold project.

1.8.4. Management Options

1.8.5. If the Council decides to progress down the external contractor option the next step would be to complete a procurement strategy, this will include an assessment of the procurement routes available, soft market test to gauge interest from the market, determining contract length, risk profile, timescales for delivery and implementation etc. A procurement strategy can be completed in a relatively short timescale of 4-6 weeks.

APPENDIX 12 – Arnold Leisure Centre Replacement - Initial Revenue Business Plans And Assumptions

See Separate Document

APPENDIX 13 – Carlton Forum Leisure Centre Replacement - Initial Revenue Business Plans And Assumptions

See Separate Document

APPENDIX 10 – Layout Options and Capital Costs

See Separate Document

Disclaimer

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