



Doncaster Council

Report

Date: 11th May 2022

To Cabinet,

Changing Places Grant Funding Offer

| Relevant Cabinet Member(s) | Wards Affected | Key Decision |
|---|---|--------------|
| Councillor Andrea Robinson, Portfolio Holder for Adult Social Care Councillor Rachael Blake, Portfolio Holder for Children's Social Care, Communities and Equalities | Edlington and Warmsworth, Norton and Askern, Rossington and Bawtry, Thorne and Moorends, Town Ward, Wheatley Hills and Intake | Yes |

EXECUTIVE SUMMARY

1. This report seeks approval to accept the £330,000 Changing Places grant awarded to Doncaster Council by the Department of Levelling Up, Housing and Communities (DLUHC).
2. On 22nd March 2022, Deputy Director for European Programmes and Communities, David Malpass wrote to Director of Corporate Resources Debbie Hogg on behalf of the Department for Levelling Up, Housing and Communities (DLUHC) explaining the outcome of Doncaster Council's application for the Changing Places Fund. The letter confirmed the success of Doncaster's application and awarded the council £330,000 to support the installation of Changing Places toilets (CPTs).
3. Doncaster's successful Changing Places bid consisted of seven venues (outlined in sections 13-19 of this report). The funding will be used to install CPTs in the specified key areas. In doing so, Doncaster will be able to reduce inequalities and improve the health of our residents by enabling greater

access to the town centre, parks, leisure and cultural opportunities across the borough. This will improve provisions for communities across the borough and support Doncaster's ambition to move towards a more 'Fair and Inclusive' borough.

EXEMPT REPORT

4. This report is not exempt.

RECOMMENDATIONS

5. Recommendations:-
 - A. To accept the £330,000 Changing Places Grant Funding money which has been awarded to Doncaster Council by DLUHC and to add the schemes outlined in this report to the relevant part of the Council's capital programme with budgets totalling £386,360.
 - B. To provide delegated authority to the S151 Officer to accept and agree the terms and conditions of any associated Memorandum of Understanding and any further associated Grant Agreements.
 - C. To provide delegated authority to the Director of Corporate Resources and Chief Financial Officer in consultation with the relevant Portfolio Holders, to accept any additional monies provided by Government for Doncaster schemes outlined in this report and to add these amounts to the relevant part of the Council's capital programme.
 - D. To approve the implementation of the schemes as outlined in this report, in accordance with the delegation below.
 - E. To provide delegated authority to the Director of Corporate Resources and Chief Financial Officer in consultation with the relevant Portfolio Holders for initiation and the ongoing delivery of the programme, to include; funding commitment and spending decisions and the amounts awarded to any outside bodies in contracts and grants, and to agree any changes necessary to the schemes, to ensure deliverability within the timescales in accordance with the terms and conditions of the grant.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

6. Currently, there are around 1,300 Changing Places toilets in England, with nine in Doncaster. Despite the size of the borough, six of these are located within the main urban centre, leaving three to service residents and attractions

covering the vast majority of the borough. This new funding will be used to boost the total number of CPTs by installing seven new facilities in key areas across the borough.

7. It is widely recognised that active environments and opportunities to participate in cultural activities are crucial to mental and physical health. Doncaster has provision of high quality leisure facilities attracting thousands of visitors annually. By installing CPTs in the specified key areas, Doncaster will be able to reduce inequalities and improve the health of our residents by enabling greater access to the town centre, parks, leisure and cultural opportunities across the borough. This will improve provisions for communities across the borough and support Doncaster's ambition to move towards a more 'Fair and Inclusive' Doncaster.

BACKGROUND

8. In July 2021, the Department for Levelling Up, Housing and Communities invited local authorities in England to apply for a share of £30 million capital funding to install life-enhancing Changing Places toilets in existing buildings in their communities.
9. These facilities, called 'Changing Places' toilets after a campaign which started in 2005, are designed to meet the needs of disabled children and adults with complex care needs who need carer support. This includes equipment such as hoists, privacy screens, adult-sized changing benches, peninsula toilets and space for carers.
10. Doncaster Council submitted an Expression of Interest in the first round of funding applications in September 2021.
11. In the March 2022 Spring Statement, Chancellor of the Exchequer Rishi Sunak MP confirmed that Doncaster had been successful with its application and is to be awarded a total of £330,000.
12. Doncaster's application outlined plans to install seven new Changing Places toilets across the borough.
13. Venue 1: Askern Country Park and Pool (£33,200 CPF)
 - The Leisure centre is currently undergoing a major refurbishment repurposing the facility from a leisure centre to park and leisure facility. It is widely recognised that active environments are crucial to mental and physical health. This funding opportunity will enable greater accessibility for people who would normally find it difficult to access a

park and leisure environment, thereby improving health and wellbeing outcomes for a greater number of residents.

14. Venue 2: Thorne Leisure Centre (£33,200 CPF)

- Thorne Leisure Centre sits to the North East of the borough. Thorne is a small market town that has high levels of ill health and the largest population of people with disabilities within the borough.
- The Leisure Centre is about to undergo a significant refurbishment renewing existing areas and repurposing space to develop a new leisure offer for the town. This provides an excellent opportunity to complement the refurbishment with a CPT which will enable programmes to be introduced for all people in the community.

15. Venue 3: Edlington Leisure Centre (£33,200 CPF)

- Edlington is a community sitting to the south west of the borough that has high levels of physical inactivity, deprivation and health issues.
- As part of our approach to levelling up and improving the opportunities for the community we are investing into refurbishment of Edlington leisure centre. The inclusion of a CPT will enhance the development and quality of the centre, enabling increased usage by a wider cohort of users all in the south west of the borough.

16. Venue 4: Rossington Community Swimming Pool (£33,200 CPF)

- Rossington Community Swimming pool is located within the south east of the borough that has high levels of physical inactivity deprivation and health issues.
- The facility is in the early design stage of a refurbishment programme. The inclusion of a CPT will enhance the development enabling increased usage by a wider cohort of users as well as providing a much-needed facility accessible for all in the south east of the borough.

17. Venue 5: Doncaster Dome Cycle Track (£66,700 CPF)

- It is the ambition that the Doncaster Cycle Track will be the most accessible facility for cycling in South Yorkshire. We are working closely with wider partners to meet this aspiration through design of programme delivery for inclusive sports.
- The addition of a CPT facility would be open to all users of the Dome site and the wider community. Meeting our accessible sport ambition but also visitors and the wider community.

18. Venue 6: Market Toilets (£72,500 CPF)

- Doncaster town centre market has an existing toilet block that is popular with shoppers and visitors to the town. It is sited next to a large car park and busy market place on a walk that is in the busiest area of the town.
- Engagement with carers groups has highlighted this location as a good place for a CPT. The location compliments the four existing central CPT facilities that are located at the opposite end of the town in the shopping centre, civic office centre, and museum.

19. Venue 7: Sandall Park (£58,000 CPF)

- Sandall Park, the largest park in Doncaster, sees many people with disabilities visit daily, all amenities are designed with disability in mind.
- With a CPT in the park, it would enable families with disabilities to get out and enjoy the day-to-day activities in Sandall Park that many take for granted. This is vital considering the lack of appropriate provision in close proximity to the park.
- The Friends of Sandall Park have been undertaking fund raising activities to contribute to the associated costs. The funds required are net of this income and may therefore reduce further as the scheme comes into delivery phase.

20. Total Costs:

The table below shows the total cost of each of the schemes.

| | 2022/23 | 2023/24 | Total |
|------------------------------------|-----------------|-----------------|-----------------|
| Askern Country Park and Pool | £43,200 | | £43,200 |
| Thorne Leisure Centre | | £43,200 | £43,200 |
| Edlington Leisure Centre | | £43,200 | £43,200 |
| Rossington Community Swimming Pool | | £43,200 | £43,200 |
| Doncaster Dome Cycle Track | £74,060 | | £74,060 |
| Market Toilets | £72,500 | | £72,500 |
| Sandall Park | £67,000 | | £67,000 |
| Total | £256,760 | £129,600 | £386,360 |

21. The costs will be funded from the Changing Places grant totalling £330,000 as discussed above and from match funding from Friends of Sandall Park and Doncaster Culture and Leisure Trust.

22. There will be ongoing revenue costs associated with the maintenance and cleaning of the facilities as the Changing places grant does not cover these ongoing costs.
23. Doncaster Culture and Leisure Trust have confirmed that ongoing revenue costs associated with the maintenance and cleaning of their facilities will be absorbed as part of their operational budgets. This includes: Askern Country Park and Pool, Thorne Leisure Centre, Edlington Leisure Centre, Rossington Community Swimming Pool, and Doncaster Dome Cycle Track.
24. Doncaster Council currently fund maintenance and cleaning of existing toilet facilities at The Market Place and Sandall Park. Additional costs to include the maintenance and cleaning of new CPT facilities are estimated at £1,500 p.a. and £5,550 p.a. respectively. A commitment to fund these maintenance costs going forward will be built into the revenue budget process for 2023-24.

OPTIONS CONSIDERED

25. Two options have been considered:
 - A. Not accepting the Changing Places Grant Funding
 - B. To accept the Changing Places Grant Funding. To approve the roll out of the approved schemes as outlined in this report. To provide delegated authority to the relevant directors for initiation and the ongoing delivery of the programme as approved, subject to deliverability within the timescales and terms and conditions of the grant.

REASONS FOR RECOMMENDED OPTION

26. Option B is recommended. We are confident Option B would be the best result for Doncaster, as it will enable capital interventions that may not be achievable without the additional capital funding the Changing Places Fund provides.
27. If Doncaster did not accept the Changing Places Grant Funding, it would deny Doncaster the opportunity to improve accessibility in key areas which are critical to the health and wellbeing of residents. It may also provide a negative impact for any future funding applications submitted to Government. Whereas, if Doncaster did accept the funding, there would be a vital opportunity to reduce inequalities and improve the health and wellbeing of our residents by enabling greater access to the town centre, parks, leisure, and cultural opportunities in the borough. These new accessible Changing Places toilets

will support Doncaster’s ambition to move towards a more ‘Fair and Inclusive’ Doncaster.

IMPACT ON THE COUNCIL’S KEY OUTCOMES

28.

| Outcomes | Implications |
|---|--|
| <p>Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish • Inward Investment | <p>No implications</p> |
| <p>Doncaster Living: Our vision is for Doncaster’s people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> • The town centres are the beating heart of Doncaster • More people can live in a good quality, affordable home • Healthy and Vibrant Communities through Physical Activity and Sport • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage | <p>It is widely recognised that active environments and opportunities to participate in cultural activities are crucial to mental and physical health. Therefore, following engagement with carer groups, key locations have been identified which will support Doncaster’s aim to reduce inequalities and improve the health of our residents by enabling greater access to the town centre, parks, leisure, and cultural opportunities in the borough.</p> |
| <p>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> • Every child has life-changing learning experiences within and beyond school • Many more great teachers work in Doncaster Schools that are good or better • Learning in Doncaster prepares young people for the world of work | <p>No implications</p> |

| | |
|--|---|
| <p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • Children have the best start in life • Vulnerable families and individuals have support from someone they trust • Older people can live well and independently in their own homes | <p>Currently, there are around 1,300 Changing Places toilets in England, with nine in Doncaster. Despite the size of the borough, six of these are located within the main urban centre, leaving three to service residents and attractions covering the vast majority of the borough. This new funding will be used to boost the total number of CPTs by installing seven new facilities in key areas across the borough. This will ensure that Doncaster’s vulnerable families and individuals have an increased opportunity to engage with leisure, sport and cultural opportunities</p> |
| <p>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce • Modern, accessible customer interactions • Operating within our resources and delivering value for money • A co-ordinated, whole person, whole life focus on the needs and aspirations of residents • Building community resilience and self-reliance by connecting community assets and strengths • Working with our partners and residents to provide effective leadership and governance | <p>The installation of these new facilities will create more opportunities for disabled residents and their families to benefit from the sporting, leisure, and cultural opportunities that Doncaster has to offer. It will allow these residents to become more connected with their community and will lead to improved health and wellbeing outcomes. The provision of changing places facilities in venues operated by the Council will allow our venues to improve accessibility and reach higher standards.</p> |

RISKS AND ASSUMPTIONS

29. There are assumed risks with the delivery of the projects identified within this report. These will be detailed within an associated risk register, with mitigations and continuous assessments will be undertaken as part of the project delivery team.

30. Risks can be summarised as below:

- Rising costs of the scheme due to issues relating to land, materials and supply chains;
- Match funding outlined within the application to deliver the schemes does not materialise;
- Delivery is not completed by the deadline outlined by DLUHC of March 2024;

- Ongoing impact of Covid-19.
31. The Council has vast experience of managing risks associated with major capital projects, including risks associated with the above.

LEGAL IMPLICATIONS [Officer Initials: SRF | Date: 14.04.22]

32. Section 1 of the Localism Act 2011 provides the Council with the general power of competency, allowing the Council to do anything which a person is permitted to do. Section 111 of the Local Government Act 1972 gives the Council the power to purchase goods and services.
33. Specific legal advice will be required on the terms of conditions covering the grant once received from government and that the delivery team fully understand these obligations so as to avoid the risk of clawback.
34. Any monies spent on this project must be done so in compliance with both grant conditions and Council procurement regulations. Any grants to third parties using the funding must be made in accordance with the grant conditions and it is recommended that formal agreements be used to ensure compliance.

FINANCIAL IMPLICATIONS [Officer Initials: MS | Date: 11 April 2022]

35. The schemes identified above have a total cost of £386,360 and will be added to the Council's capital programme where their progress will be monitored.
36. The terms of conditions of the Changing Places funding state the grant can only be used to fund the design and construction of the changing places facilities and that grant is available in the 2022/23 and 2023/24 financial years. Payment will be made following the completion of quarterly returns certifying that costs have been incurred. Officers should ensure that the full terms and conditions of the funding are understood and followed to avoid risk of clawback.
37. As stated above there is the risk that match funding, totalling £56,360, is not secured. If that risk materialises once construction has started alternative sources of funding will need to be secured and ultimately the Council may need to meet the costs from its own resources. It is therefore important to minimise that risk as soon as possible and, ideally, before costs are incurred.
38. The revenue costs of the new facilities will be met by Doncaster Culture and Leisure Trust in the case of the leisure centres and Dome, but the £7k additional costs of maintaining the Markets and Sandall Park facilities will fall

on the Council and mean additional budget will need to be identified in the 2023/24 budget setting process.

HUMAN RESOURCE IMPLICATIONS [Officer Initials: SH | Date: 08/04/22]

There are no specific human resources implications associated with this report.

TECHNOLOGY IMPLICATIONS [Officer Initials: PW | Date: 11/04/22]

There are no technology implications in relation to this report.

HEALTH IMPLICATIONS [Officer Initials: RS | Date: 08/04/2022]

Changing Places should empower people to access the town centre, parks, leisure and cultural opportunities. This should improve quality of life and is a contribution to a fairer and more inclusive borough.

EQUALITY IMPLICATIONS [Officer Initials: EA | Date: 07/04/2022]

39. All capital works are scrutinised in terms of inclusion and access and are subject to due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it, in particular, to the need to:

- remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of the persons who do not share it; and
- encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

40. This applies to the council and in relation to any ongoing partnership work and compliance to these standards will form part of our appraisal process for any procured or commissioned activity within this project.

41. The proposals within this project are designed to reduce inequalities and improve the health and wellbeing of our residents by enabling greater access to the town centre, parks, leisure and cultural opportunities across the borough. This will improve provisions for communities across the borough and

support Doncaster's ambition to move towards a more 'Fair and Inclusive' Doncaster. In this way, principles of inclusion are a prime consideration of this project.

CONSULTATION

42. Consultation was conducted during the application process in order to understand local problems and issues from the community point of view.
43. Engagement on the schemes proposed was undertaken with Carers Action Group where they were very forthcoming in their support and the need for Changing Places toilets. Through this engagement, it was possible to identify key areas of the borough that would most benefit from the installation of new facilities and would best enable residents to participate in Doncaster's sporting, leisure and cultural opportunities.
44. Engagement was undertaken with organisations across the borough which offer a range of sporting, leisure, and cultural attractions. Through this engagement it was possible to map out existing provisions in the borough and identify opportunities to improve accessibility through the installation of CPTs in key strategic locations across the borough.

BACKGROUND PAPERS

45.
 - Appendix 1 - Doncaster Council Changing Places Fund Letter
 - Doncaster Council's final Changing Places Expression of Interest application is available upon request in full.

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

46.
 - DLUHC – Department for Levelling Up, Housing, and Communities
 - CPF – Changing Places Fund
 - CPT – Changing Places Toilets

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