



Doncaster Council

Report

To the Chair and Members of the
Cabinet

Date: 10 August 2022

Sport England Strategic Facilities Fund - Askern Leisure Centre / Campsall Park Project

Relevant Member(s)	Cabinet	Wards Affected	Key Decision
Cllr N Ball		Askern and Norton, Stainforth, Barnby Dun, Bentley	Yes

EXECUTIVE SUMMARY

1. This report provides an overview of a solicited bid to The Sport England Strategic Facilities fund for £910,000 to complement the existing projects being delivered at Askern Leisure Centre and Campsall Park.
2. The works at Askern are planned in 3 phases with Phase 1 focusing on significant environmental benefits, by decarbonising the facility away from coal fired boilers to green air source heat pumps removing up to 4500 tonnes of carbon over the next 15 years. Phase 2 Improving the physical activity offer to the community by refurbishment of the pool and changing rooms as well as install of fully accessible changing places and pool entry system alongside new exercise and community space. Phase 3 being the development of parks facilities and active green environment through improvements to the carpark and access points linking the new facilities with the wider park that will encourage greater use of Campsall Country Park by the public
3. The Sport England funding has been allocated to deliver phase 3 works and complement phase 2 works by: improvement of carparks, development of connecting road and footpaths between Campsall Park / carpark and Askern leisure centre, as well as further infrastructure to make the building, greenspaces and environment more accessible bringing together the park and Leisure centre as one, developing a destination that improves access and greater use of the park and the leisure centre

EXEMPT REPORT

4. No

RECOMMENDATIONS

5. To delegate to the Director of Economy and Environment, in consultation with the Chief Finance Officer and the Portfolio Holder for Public Health, Leisure, Culture and Planning the acceptance of £910,000 grant funding from Sports England Strategic Facilities and to agree the terms and conditions associated with the grant funding
6. To delegate to the Director of Economy and Environment, in consultation with the Chief Finance Officer and the Portfolio Holder for Public Health, Leisure, Culture and Planning the procurement and appointment of contractors to carry out works and services to connect Campsall Country Park and Askern Leisure Centre
7. To update Doncaster Council Capital Programme to include this scheme

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

8. The scheme will significantly decarbonise the building moving from coal as the main fuel to air source heat pumps to provide heating for the building and water across the building. The air source heat pumps alongside greatly improved building insulation. Management systems and LED lighting will eliminate the use of carbon intensive fuel and greatly reduce the electrical consumption across the buildings systems. Reducing carbon emissions by up to 4500 tonnes over the next 15 years.
9. Improving the link between the park and leisure centre will be delivered by install of new access road, establishing a single entrance. This will mean there is no differentiation between the facilities, ensuring they complement each other and are more accessible and appealing to Doncaster's Residents / visitor and providing increased participation across all facilities and ensuring that the potential for increased levels of Physical Activity are realised.
10. The improvements will include install of lighting and cctv in the carpark as well as carpark resurfacing and reinstall of disused parking bays. Electric vehicle charging points will be installed in the carparks. In addition, the increased offer particularly the install of new parks café, toilets and leisure facilities will support the long-term viability of Askern Leisure Centre by increasing footfall and introducing new users to the facility.
11. The works will be designed to complement and support the existing future parks work, which is investing £268k into the parks infrastructure to make the park more accessible and engaging. The phase 3 works will ensure that this investment works in tandem, to deliver the greatest impact from the resources available.
12. Doncaster has persistently low levels of participation in physical activity and sport and this impacts on the quality of life of its residents. Creating a more active borough is an investment in developing greater human, economic,

social and environmental capital. High levels of inactivity have a negative impact on the health of people, economies and the environment. Higher levels of physical activity are associated with positive outcomes such as reduced crime, pollution and traffic. Additionally, productivity, school performance, property values, health and well-being improve drastically with an active population.

13. Doncaster's success in becoming one of only twelve Sport England Local Delivery Pilots, nationally, was a unique and exciting prospect. It provides our residents with the opportunity to live in a borough where being physically active is easily accessible and contributes to Doncaster being a nice place to live, care, learn and work. The ability to connect this work to the development of Askern leisure centre provides an excellent opportunity to undertake a holistic approach that resets the leisure centres position in the community and local environment.

BACKGROUND

14. Sport England Strategic Facilities Fund

Tackling inactivity and advocating for movement, sport and physical activity is a major part of Sport England's Uniting the Movement strategy. Their Strategic Facilities Fund aims to support projects that can encourage people to lead an active and healthy lifestyle. The fund also aims to support local authorities invest strategically in sport and physical activity to deliver outcomes essential to local communities. By helping to build the right facilities in the right places, the fund can help deliver local outcomes essential to those communities.

15. The key objectives of the fund are:

- To encourage the market to be clear about the purpose of their investment, encouraging development of sustainable environments capable of supporting service delivery that delivers against local outcomes
- To encourage the market to work collaboratively (cross-sector and boundaries) using research to determine local outcomes, target audience and the behaviour change needed to achieve the outcomes
- To attract capital investment into local facilities, providing new opportunities to encourage people to live healthier and more active lifestyles.

16. The work at Askern Leisure Centre set alongside Future parks work provides a unique opportunity for investment to support their strategic aims. Sport England recognises that some of the biggest increases in activity have been where sports facilities can be co-located alongside other community services. In particular, the ability to develop an active environment associated with Askern Leisure Centre.

17. The principals of connecting Askern Leisure Centre with Campsall Park and the associated developments have been identified by Sport England as a programme of works that is of particular interest. The ability to test and learn new ways of working will help support the approach that Sport England will develop for future delivery of active environments through their capital investment.

18. Askern Leisure Centre - The Public Decarbonisation Scheme

The Public Sector Decarbonisation Scheme (PSDS) was launched as part of the Chancellor's 'Plan for Jobs 2020'. The £1 billion scheme is intended to support up to 30,000 jobs in the low carbon and energy efficiency sectors.

19. The scheme provides grants for public sector bodies to fund energy efficiency and heat decarbonisation measures. With thousands of public sector buildings, including schools, in need of multiple energy efficiency improvements, the scheme was oversubscribed to in a short space of time.
20. The Council was successful in applying for £1.7m to make essential improvements to Askern Leisure Centre. As the only remaining coal heated leisure centre in England, this was an application that would likely have been of great interest to the grant administrators, Salix Finance.
21. A package of measures was proposed and accepted for Askern Leisure centre to allow a low carbon air source heat pump to provide heating and hot water, replacing the old and very carbon intensive coal fired heating system. This is a very positive step forward and has wider positive impact on the village, DCLT and the Council.
22. The works include:-
- Wall, roof and hot water pipe insulation
 - Replacement glazing to the entrance
 - LED lighting upgrade
 - Air Source Heat Pumps
 - Asbestos removal
 - New building management systems
 - New air handling system

23. Askern Leisure Centre - Doncaster Council Capital Programme Inc. Accelerated Investment

Historically, budget pressures and competing priorities have led to significant underinvestment in DMBC's portfolio of leisure facilities, as funding availability has not been able to match that required to invest in and maintain the facilities to a reasonable and safe standard. Since 2011, Doncaster Culture & Leisure Trust (DCLT) have managed and operated the facilities on behalf of DMBC. The current agreement is set to end in March 2036.

24. A number of solutions to bridge the investment gap have been explored, resulting in increased capital allocation and one off accelerated capital grant, which have enabled works at Askern to target
- Elements identified within the condition surveys (including electrical, mechanical and building fabric elements to ensure facilities can continue to operate safely and effectively)
 - Opportunities to use greener energy solutions
 - Business development opportunities to facilitate income generation to support the viability of DCLT
 - Any additional arising health and safety concerns
25. In conjunction with the above works being delivered at Askern Leisure Centre as part of the Public Decarbonisation Scheme, the allocated amount of

Capital will be utilised to ensure the venue is meeting the elements identified within the condition surveys alongside improving on the Business development opportunities and ensuring the site is modernised and an integral asset of the community.

26. The plans include:-

- Refurbishment of the bridge
- Pool hall refurbishment with changing
- Village and group change facilities
- Studio/Community Room
- Improved food & beverage offering
- Specific toilet and catering facilities accessible by users of the country park
- Working with partnerships to increase opportunities within the locality with regard to accessing culture and celebrating heritage.

27. Campsall Park - Local Delivery Pilot funded Future Parks Programme

Doncaster Future Parks is our whole systems based approach to parks and open spaces, identifying the changes most needed to set in motion a shift in our open space provision, engagement and improvements to working practices.

28. Parks and green spaces are consistently identified through community engagement and our elected members as valued assets for our residents. High quality parks and open spaces were consistently mentioned in the responses from residents across the borough.

29. Campsall Country Park was identified as one of the fifteen Parks accessing funding through the Sport England funded Local Delivery Pilot and has been allocated £268,413 as part of Phase 1 of the Future Parks Programme. The list of improvements identified for the site are included in the following categories:-

- Address perceptions of Safety
- Deliver Improved Access
- Promote Existing Physical Activity Initiatives
- Enhance Opportunities for Active Travel
- Manage Spaces to support sustainability objectives
- Expand the programme of Community Events
- Enhance interpretation and Way finding
- Promote Volunteering Opportunities
- Develop local engagement

30. As mentioned previously Askern leisure centre sits within Campsall Country Park but is disconnected from the park and seen as a separate entity. Our vision for the building is to integrate it into the park and effectively repurpose as a parks building that has a pool and exercise space.

31. We believe this can be achieved through the current investment and establishing a singular point of arrival through the park that connects with the building, Bringing together as one destination emphasising the green space, the park and blue space, the pool as an active environment. By doing so we will have opportunity to engage a wider audience that wish to take part in informal or formal activity.

32. We need to set this concept in understanding of the wider community. There are numerous indicators that provide evidence that traditional approach to Physical Activity and Sport will not engage or resonate with the population Askern some being:
 - Poverty is a key issue, with 20.6% of children living in poverty in.
 - Low school attainment at early years and secondary school level (5.9%), which is significantly worse than the average of Doncaster.
 - High rates of respiratory diseases such as COPD and lung cancer, which could be linked to high levels of smoking.
33. It also identified high cost of living due to lack of diverse shops and services as a key issue
34. However, engagement and consultation has identified strong passion for the community. The Appreciative Enquiry Process undertaken By Well Doncaster identified three emerging themes In Askern and Campsall that the community valued ; community spirit/ pride, green space and local activities and support.
35. Consultation undertaken by DCLT has identified that the facility is much loved and wanted by the community and our Future parks engagement identified similar themes and provide outline key development for the park.
36. With this and wider data available alongside our learning through the LDP enabled us to rethink our approaches and seize the opportunity to develop an approach that will re-engage those existing users but provide a wide offer that reaches out and meets the needs of the greater population.
37. The Sport England monies will provide, improved active environment, bringing together both sites as one by connecting carparks with new road way, install of new lighting, cctv, pathways, access points and refurb of carparks alongside development of dedicated parks /community space.
38. This will be aligned to existing and ongoing works that have been mentioned
39. Our vision is to bring a number of separate opportunities together to build a sustainable and community centric facility with a service that not only meets the operational requirements of DCLT, and our environmental stewardship, but led by community voice ensuring we truly develop an environment that is both engaging, active and accessible for all.

OPTIONS CONSIDERED

Option 1

40. To enable the continued development of the Askern Leisure Centre and Campsall Park sites by agreeing
 - Delegating the decision to accept £910,000 grant funding from Sport England Strategic Facilities
 - Delegating the decision to procure and award deliver the works and services

required to Link Campsall Country Park and Askern Leisure Centre

41. Choosing Option 1 will enable the continuation and further development of the Askern Leisure Centre and Campsall Park sites; Officers will be able to further proceed with the outlined work and realise the benefits and outcomes described.

Option 2

42. Not agreeing to accept £910,000 of Sport England Strategic Facilities funding and preventing further development of the Askern Leisure Centre and Campsall Park sites already being invested in.
43. Choosing Option 2 will prevent the continuation and further development of the Askern Leisure Centre and Campsall Park sites and reduce the impact of work already being delivered through the Public Decarbonisation Scheme, Doncaster Council Capital Programme and Local Delivery Pilot funded Future Parks Programme.
44. Option 1 is the preferred and recommended option.

REASONS FOR RECOMMENDED OPTION

45. Option 1 is recommended, as it will ensure that we capitalise on the investment already being made in the Askern Leisure Centre and Campsall Park sites by linking the two together. This will ensure that the two sites will be able to complement each other and their own specific benefits. This will ultimately benefit the residents of Doncaster by making the sites more accessible and appealing, therefore increasing participation and physical activity levels.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

46.

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>The project will increase participation levels and footfall at Askern Leisure Centre and therefore allow DCLTs business model at Askern Leisure Centre to develop further.</p> <p>This ties in to GDM / LDP's vision to use physical activity and sport as a way to ensure Doncaster's residents take advantage of any economic growth in Doncaster.</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 	<p>The project will increase participation and physical Activity Levels at both Askern Leisure Centre and Campsall Park therefore working towards ensuring the affected wards are Healthy and Vibrant Communities.</p> <p>This ties in to GDM / LDP's Get Doncaster Moving transformational programme ensuring there is a whole system approach to addressing our physical activity challenges.</p>

<p>Doncaster Clean</p> <ul style="list-style-type: none"> • Building on our cultural, artistic and sporting heritage 	
<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>The potential of both sites being utilised by local Schools is increased further by the link between the two.</p> <p>One of the areas of focus of the GDM / LDP programme is families and children. It is well evidenced that physical activity contributes to children and young people's learning.</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>Physical activity levels reduce in older age. The GDM / LDP programme is focussing on those residents who are the most inactive, helping them to live well and independently.</p> <p>The proposed works included in the projects at both sites include a wide variety of accessibility improvements, making them a more viable option for older / vulnerable residents.</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 project is Building community resilience and self-reliance by connecting the two community assets and their strengths.</p> <p>The GDM / LDP programme is utilising community insight to ensure that we build on the assets that we have and enhance community capacity to improve people's lives through physical activity.</p>

RISKS AND ASSUMPTIONS

47. There are a number of risks associated with the funding from Strategic Facilities fund:-

Risk Category	Risk of accepting funding (if applicable)	Risk of not accepting funding (if applicable)
Financial & Legal/compliance	<p>The Terms and conditions of the funding agreement are not adhered to.</p> <p>The Monitoring requirements of the funding are not adhered to.</p>	<p>Linking the two sites to meet the original goals of all 3x projects will be much more difficult and potentially costly to the Council.</p> <p>Potential for some aspects of the projects to be removed due to cost implications.</p>
Organisational	N/A	Without this funding, there will be a significant challenge to achieve aspects of the original proposals, therefore changing the structure of the projects.

Reputation Stakeholder Management /	N/A	Aspects of the project to be removed, undermining what was requested by the local community, Ward members and other stakeholders as part of consultations. Our local and national reputation if we do not continue with our commitment to this project will be severely affected risking future funding in this area of work.
DCLT	N/A	The business plan / case proposed for Askern Leisure Centre, incorporates expected footfall from Campsall Park visitors and therefore will be negatively affected. This could result in the financial viability of the site being in question.

LEGAL IMPLICATIONS [Officer Initials...NJD..... Date...1/7/22....]

48. Section 1 of the Localism Act 2011 provides the Council with a general power of competence, allowing the Council to do anything that individuals generally may do.
49. Section 111 of the Local Government Act 1972 gives the Council the power to do anything (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or rights) which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions.
50. Section 19 of the Local Government (Miscellaneous Provisions) Act 1976 to provide recreational facilities as it thinks fit.
51. Section 2B of the National Health Service 2006 (as amended by section 12 of the Health and Social Care Act 2012) places a duty on Councils to take appropriate steps to improve the health of the people who live in their area.
52. The Council will be required to enter into a funding agreement with Sports England. The funding agreement will contain obligations which the Council must comply with, failure to do so may invoke clawback of the grant.
53. The procurement of goods, works and services must be carried out in accordance with the Councils contract procedure rules and the Public Contracts Regulations 2015.
54. Further legal advice will be given as this project continues.

FINANCIAL IMPLICATIONS HR 23/06/22

55. As per the Financial Procedure Rule E.9 Directors are authorised to apply for external funding, in consultation with the CFO, which contribute to the delivery of Council services or achievement of Council goals. Grant acceptance and/or commitment is subject to key decision rules. This report seeks approval to accept the grant and approve addition to the Council's capital programme, if approved a CAP1 form will need to be completed and shared with the CAMP board for inclusion in the capital programme.
56. On approval, the works on the scheme would be looking to commence around September 2022. The grant award of £910k is expected to fully meet the cost of the scheme. In the event that the cost of the scheme exceeds the

grant award, the Council in consultation with DCLT, will need to consider options available to fund any shortfall.

57. The agreement between Doncaster Council and Sport England is currently being reviewed and the terms and conditions including timescales for spending the grant will be confirmed. As part of the terms and conditions of the grant it is expected that Sport England will require evidence of expenditure against budgeted forecasts, therefore careful planning and monitoring will need to be considered to ensure conditions can be met and there is no breach which could in turn lead to funds being withheld or claw back of any grant paid. The grant is being awarded specifically for the works outlined in this report; it cannot be used for an alternative project.

HUMAN RESOURCES IMPLICATIONS [Officer Initials EL Date 22/06/2022]

54. There are no direct HR implications in relation to this report.

TECHNOLOGY IMPLICATIONS [Officer Initials...PW Date...21/06/22]

55. There are no specific technology implications in relation to this report.

HEALTH IMPLICATIONS [Officer Initials AM Date 24/06/2022]

56. The opportunity to engage in positive activities and the resulting benefits that regular activity provides

EQUALITY IMPLICATIONS [Officer Initial AM Date 17-1-22]

57. Affordable and accessible sports and fitness facilities are important in increasing participation. Accessible facilities help promote increased physical activity levels in the general population, supporting a reduction in the rates of obesity and all associated indices. Being physically active is also an important contributing factor in individuals remaining healthier and independent for longer and supporting sustained reductions in health inequalities.
58. Greater opportunities will be afforded to residents through being physically active, leading to improvements in their quality of life. Children and young people will have the opportunity to engage in positive activities and the resulting benefits that regular activity provides

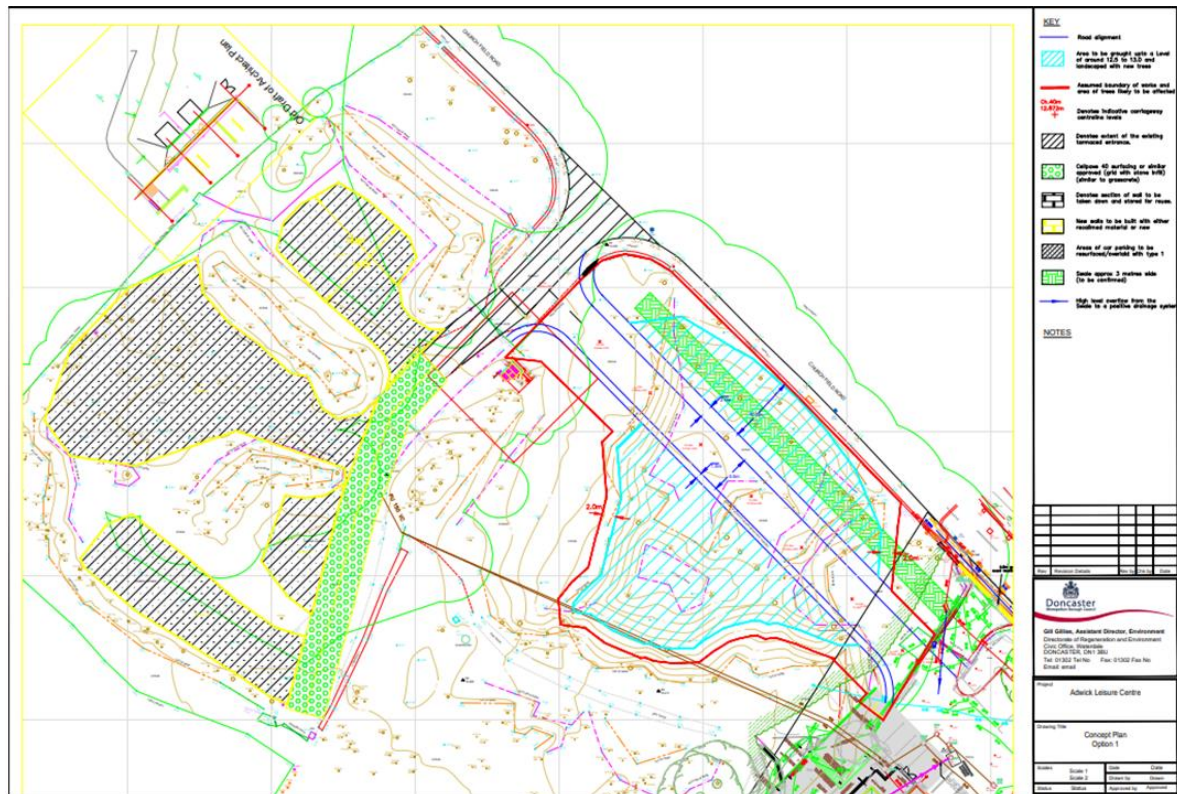
CONSULTATION

59. Consultation has been undertaken with ward councillors and portfolio holder, further community consultation has resulted in over 500 responses through DCLT engagement and 200 through Future parks engagement. These results are being fed into the design process for the build and help define programmes of activity the facility will provide.

BACKGROUND PAPERS

60.

Scheme Design



Accelerated leisure investment:

<https://doncasterintranet.moderngov.co.uk/ieDecisionDetails.aspx?ID=2213>

Public sector decarbonisation scheme:

<https://doncasterintranet.moderngov.co.uk/mglIssueHistoryHome.aspx?IId=16949&Opt=0>

To accept further funding from Sport England to continue to develop & implement Doncaster's Sport England Local Delivery Pilot & delegate to Dir. of Public Health in consultation with CFO & relevant Portfolio Holder:-

<https://doncasterintranet.moderngov.co.uk/mglIssueHistoryHome.aspx?IId=15269&Opt=0>

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

LDP – Local Delivery Pilot

GDM – Get Doncaster Moving

DCLT – Doncaster Culture Leisure Trust

REPORT AUTHOR & CONTRIBUTORS

Andrew Maddox

Business Development Manager, Leisure Services

(01302) 737377

Andy.maddox@doncaster.gov.uk

Darren Simpson

Leisure Service Contract and Performance Management Officer

(01302) 737721

darren.simpson@doncaster.gov.uk

Dr Rupert Suckling

Director of Public Health