

REPORT TO	ON
CABINET	6 <sup>th</sup> December 2017

September 2017



TITLE	PORTFOLIO	REPORT OF
Health, Leisure and Well-Being Campuses	Regeneration and Leisure	Denise Johnson

Is this report a <b>KEY DECISION</b> (i.e. more than £100,000 or impacting on more than 2 Borough wards?)	<b>Yes</b>
Is this report on the <b>Statutory Cabinet Forward Plan</b> ?	<b>Yes</b>
Is the request outside the policy and budgetary framework and therefore subject to confirmation at full Council?	<b>No</b>
Is this report confidential?	<b>No</b>

## 1. PURPOSE OF THE REPORT

- 1.1 Cabinet established a Member Cross Party Working Group at its meeting of 27<sup>th</sup> July 2017 to examine the campus concept and propose to Cabinet how it might work in South Ribble. The purpose of this report is to update Cabinet on the work of the working group. A great deal of work has been carried out by the Council and the working group have looked at this. This report documents work of the Member Cross Party Working Group and brings forward a high level proposal for Campus delivery for Cabinet endorsement. A further report will be brought to next Cabinet with a resource plan and 5 year budget.

## 2. PORTFOLIO RECOMMENDATIONS

- 2.1 The report be received by Cabinet and the principles agreed;
- 2.2 A further report detailing the investment programme and the financial impacts is brought to the next Cabinet.

## 3. CORPORATE PRIORITIES

The report relates to the following corporate priorities

Clean, green and safe	/	Strong and healthy communities	/
Strong South Ribble in the heart of prosperous Lancashire	/	Efficient, effective and exceptional council	/

## 4. BACKGROUND TO THE REPORT

- 4.1 At its meeting on 27<sup>th</sup> July 2017 Cabinet received a paper outlining the Campus Concept. The paper outlined that the proposal for Leisure, Health and Wellbeing Campuses will be a focus for local service provision. It aims to bring together a number of key work programmes including Central Park phased development, open space and pitch reviews, land and property reviews and leisure centre provision. However, the goal of the project is to bring

partners alongside our ambition. The work of the South Ribble Partnership, One Public Estate programme, Preston, South Ribble and Lancashire City Deal and the Our Health Our Care programme are all helping shape the vision. The proposal is to seek opportunities to use our leisure and recreation assets where appropriate as cornerstones of any campus provision.

- 4.2 Cabinet, Shadow Cabinet and Councillor Howarth met to establish terms of reference for a Member Cross Party Working Group to look at this proposal in more detail and how it could be brought forward. It has met on several occasions since Cabinet to consider the issues. An area on 2<sup>nd</sup> floor in Civic Centre was established where all of the back ground material was available for Members to review work that had been carried out. Some presentations on key issues and potential examples have been drawn together. At its meeting on 18<sup>th</sup> October, Members participated in a workshop to highlight their opportunities that should be included in any proposal and concerns.
- 4.3 One Public Estate (OPE) is a programme developed by central Government to help all public sector agencies to examine how it could use its property assets better by working together, delivering improved services and releasing value and new homes from surplus assets. South Ribble has been successful in securing funding on behalf of the Partnership to explore how this could potentially work in Leyland. Following the Cabinet decision on 11<sup>th</sup> January 2017, CAPITA have been procured with this funding to create a masterplan for West Paddock. The emerging output of this work also informed the Working Group and is a key facet of the proposal in this report.
- 4.4 At its last meeting on 15<sup>th</sup> November 2017, the Working Group received a presentation summarising the work done, embracing Member views. It included a Vision for Campuses in South Ribble, the emerging potential for Leyland from OPE work and a potential 5 year high level business case for Borough Council investment. It sparked lots of discussion, questions and comments among Members. The Working Group decided that, after taking on board their comments, this exciting proposal should be summarised into a high level business case and reported to Cabinet as originally mandated. It was recognised that, although initial indications are that the financial case would be positive in revenue terms, further work would be required on a more detailed financial case before final agreement could be reached.

## **5. PROPOSALS**

- 5.1 The high level proposal is in the document attached at Appendix A. This sets out the concept of Campuses across the Borough, the impact of Parks and requirements for investment in Green Links, potential with partners and particularly the health sector, leisure investment and how a new Campus might be delivered in Leyland. It is based on the principle from the Working Group of “using what we’ve got” and making the most of our existing amenities or replacing what exists for something better.
- 5.2 The final section examines the potential for Borough Council investment over the next 5 years, its impact without compromising the overall vision and the step change it will help create. The next section of this report summarises the key principles behind the Plan.
- 5.3 **Existing Provision**  
A fundamental principle of the work undertaken is that there is no defined model for a campus in each location. They will evolve and be based upon need and requirement in specific areas. However, this work also is predicated that whatever proposals come forward will be built on or added to existing provision.
- 5.4 **Parks and Green Links**  
One of the key health drivers for the Borough is to increase participation in physical activity for residents. Most physical activity is undertaken outdoors and this is also the area of highest growth. South Ribble has outstanding green space and parks and has invested in

these. Adopting Central Park and investing in Withy Grove to achieve Green Flag status are just 2 examples. However, the links between these spaces and other “campuses” have been identified as an area to improve and drive up participation levels. Investing in these Green Links to deliver improved cycleways, footpaths, signage and wayfinding will make these great assets more accessible and easier to use. The Working Group see this aspect as an important driver to increased activity and improvement in health.

#### 5.5 **West Paddock Masterplan**

OPE have looked at how a Campus might look on West Paddock, Leyland. An option is shown at Appendix 2 of the attached report. This is just the initial concept and further work is being carried out with Partners to achieve a common view. It is based on this site as it was identified as the most significant developable site within the Borough in public sector ownership. CAPITA have developed the concept by talking with key partners including Clinical Commissioning Group, health deliverers and emergency services. They have captured their ambitions.

Significantly from the Council’s perspective, there is scope to deliver a replacement leisure facility that can capture the additional swimming requirement that the Working Group recognise. In addition, the initial proposal retains the existing Civic Centre. This is a practical position. Partnership working will evolve over the next few years. DWP are moving in soon and other partners may follow. Shared services are being developed. Future use is hard to define at the moment. However, what is proposed does not preclude any future development.

#### 5.6 **Partners Vision**

The Working Group recognise that Partners are becoming much more engaged in co-location and service integration. Funding is tight and demands are growing. Health partners see local community delivery as a way of meeting increasing demand and taking pressure away from hospitals. Locally they are keen to work with the Council and see the potential Leyland Campus as a potential solution to their needs. However, there may still be some challenges to deliver funding at the right time. It is therefore important that whatever the Council decide to do should not compromise the wider shared partner vision. Equally the Working Group believe that the Council should move forward the proposal.

#### 5.7 **Leisure Provision**

It is recognised from lots of work previously undertaken that the Council stock is ageing and has an increasing maintenance risk. New provision on the right site will reduce that liability, address some shortfall in terms of swimming and day time hall space, start to introduce a wider offer and deliver savings. This proposal is based upon retaining existing assets. A new Leyland facility will replace the existing amenity and meet the shortfall of swimming and sports hall provision. It is also based upon creating space for other community activities.

#### 5.8 **Open Spaces and Playing Pitches**

The Council provide many playing pitches across the Borough. Some require substantial investment to increase use. Equally, all of the research done on leisure provision and sports participation has indicated a need for additional artificial grass pitches (AGP). Investment in this will improve the offer to residents and will generate revenue.

#### 5.9 **Strategic Asset Review**

Work is continuing on a strategic review of Council assets to release land for development. A further strand will be informed by a new Open Spaces and Playing Pitch Strategy that will be done over the next 12 months. The proposal for Leyland will release land for Extra Care Housing and, upon completion of the new facility, the existing site could deliver specific housing for the area. This will help the Council to fund some of the costs and start to deliver on its wider ambitions.

#### 5.10 **5 Year Investment Plan**

The Working Group stressed that we must “do what we can” as a Council and make progress with partners where possible. However, the Council’s delivery of its plans should not be reliant on partner contributions. Pages 14 and 15 of the attached report outline a 6 strand approach to Council investment in the Campus concept across the Borough. This was discussed at the Working Group. The detailed investment in each strand will need to be developed further to inform any capital programme decisions but the Group commended the concept of investment in green infrastructure and other facilities, whilst accepting that the major investment in this first stage will be in Leyland.

## 6. CONSULTATION CARRIED OUT AND OUTCOME OF CONSULTATION

- 6.1 The components of any given campus vary. Our partners are consulting on aspects of the campus. For example Health partners through Our Health Our Care are consulting on health provision. Whilst health provision is not a direct service of the Council, the shortcomings of South Ribble provision have been highlighted by Members. The Campus concept will act as a catalyst to improve this.
- 6.2 Again the Campus concept is not purely about leisure. However, in the Resident Survey showed the following results.

	%
Street cleaning	34
Sport and leisure services	21
Waste collection	16
Parks and open spaces	16
Customer service	13
Recycling collection	12
None of the above	31

That survey also showed that 62% of residents were satisfied with sport and leisure facilities compared to 64% nationally.

- 6.3 The campus concept and what it would provide for our residents will need to be part of its own consultation as it progresses.

## 7. OTHER OPTIONS CONSIDERED

- 7.1 Other options were considered included doing nothing with existing facilities or maintaining current facilities. Both were dismissed, either as unsuitable or unsustainable. The Working Group constituted to look at the Campus Concept and its potential in South Ribble and agreed to make better use of what we currently have and not consider closure, but rather replacement of facilities where it is needed.

## 8. FINANCIAL IMPLICATIONS

- 8.1 Any investment in assets will have implications for the Council’s future Capital Programme. Further work is being undertaken to look at the exact quantum of this investment and funding sources. The revenue implications have not been finalised albeit initial indications are that it will be at least revenue neutral.

## 9. HUMAN RESOURCES AND ORGANISATIONAL DEVELOPMENT IMPLICATIONS

At this stage no specific implications

## **10. ICT/TECHNOLOGY IMPLICATIONS**

At this stage no specific implications

## **11. PROPERTY AND ASSET MANAGEMENT IMPLICATIONS**

11.1 There will be extensive property and asset management implications if the Council agree to follow the outlined 5 year programme. Maintenance liabilities will be reduced from leisure investment but there will be additional green links to maintain. Further detail will be included in the next report.

## **12. RISK MANAGEMENT**

12.1 There are no implications at this stage. Any investment decisions will have an impact on Council risks and potentially reduce them. These will be fully reviewed in the next report to Cabinet if the option is pursued further.

12.2 Doing nothing will see assets continue to deteriorate and increase the risk of failure. Managing the decline of facilities is not part of the wider Council ambition.

## **13. EQUALITY AND DIVERSITY IMPACT**

At this stage no specific implications

## **14. RELEVANT DIRECTORS RECOMMENDATIONS**

14.1 This report summarises the work of the Cross Party Member Working Group. It sets out the concept of the Campus (es) and an ambitious potential investment programme. This would address some of the Council challenges and act as a catalyst to improving services substantially for residents. I recommend that:

14.1.1 The report be received by Cabinet and the principles agreed;

14.1.2 A further report detailing the investment programme and the financial impacts is brought to the next Cabinet.

## **15. COMMENTS OF THE STATUTORY FINANCE OFFICER**

15.1 The potential budget implications of the Campus Programme are being assessed and will form part of the Council's 2018/19 budget and Medium-Term Financial Strategy. The further report to Cabinet, will include both a resource plan and a 5 year budget, incorporating Capital Investment proposals, financing options and forecast revenue implications.

## **16. COMMENTS OF THE MONITORING OFFICER**

16.1 There are no direct legal implications at this juncture arising from this report. As the project processes, and proposals are firmed up, then that will change in due course.

16.2 With regard to the specifics of our leisure partnership, members will be aware that our current tripartite contractual arrangements will come to an end in 2021.

## **17. BACKGROUND DOCUMENTS (or there are no background papers to this report)**

Sport England Facilities Planning Model Report – Provision for Swimming 2014  
Sport England Facilities Planning Model Report – Sports Hall provision 2015  
KKP – New Leisure Facility Business Plan 2015  
Lancaster Maloney South Ribble Leisure Facilities Review

Exploring Co-location in South Ribble Oct 2016

Appendix A South Ribble Campus Programme – High level Business Case

Denise Johnson  
Director of Development, Enterprise and Communities

Report Author:	Telephone:	Date:
Noel O'Neill	5361	20 <sup>th</sup> November 2017