

REPORT TO EXECUTIVE COMMITTEE

Date of Meeting: 10 December 2019

Report of: Director

**Title: Move More Physical Activity Strategy: Built Facilities
Outline Business Case Wonford Health and Wellbeing Centre**

Is this a Key Decision?

No

* One that affects finances over £1m or significantly affects two or more wards. If this is a key decision then the item must be on the appropriate forward plan of key decisions.

Is this an Executive or Council Function: Executive

1. What is the report about?

- 1.1 This report sets out the recommendations from the completion of the first phase co-design process for a potential flagship Health & Wellbeing Centre in Wonford.
- 1.2 This report brings together the results of stakeholder engagement projects funded as part of the Sport England Local Delivery Pilot.

2. Recommendations:

- 2.1 It is recommended that the Executive give approval to the Director for progressing the outline business case for a new Health and Wellbeing Centre in Wonford to the Design Brief Stage to include:
 - a) On-going co-design with residents, the community and key stakeholders developing the ideas set out in this report into indicative sketches, layouts, designs and building and running costs.
 - b) Development of a Wonford area recreational cycle investment plan.
 - c) Further work with Wonford Green Surgery Partners to establish options for generating a suitable capital receipt for the current Wonford Green Surgery site and principles around a long-term affordable rent commitment and reimbursement from the NHSE.
 - d) Improvements to the Wonford playing pitches utilising the Section 106 money set aside for this purpose ensuring that these developments are aligned with the emerging priorities within the Playing Pitch Strategy and Football Association Local Plan.
- 2.2 It is recommended that the Executive endorse the inclusion of Wonford Village in the Liveable Exeter Garden City Programme.
- 2.3 It is recommended that the Executive notes the continued financial and professional support from Sport England through the Local Delivery Pilot for the engagement and co-design process.

3. Reasons for the recommendation:

- 3.1 In July 2019 Council adopted the revised Exeter Live Better and Move More Built Facilities, Playing Fields, Pitches, Play Areas, Parks and Green Spaces Strategy. A key priority is to co-design a business case for a flagship Community Health and Wellbeing Centre in Wonford.
- 3.2 The aim is to co-design a facility that will be a positive focal point in the community and help to promote access to, and participation in, community based health and wellbeing activities and services provided at the site. Ideally the redevelopment will better connect with the green space behind the current building and better meet the needs of the local community.
- 3.3 Based on previous community engagement work (WISH Project) a redeveloped centre could include:
 - Community leisure centre with sports hall; exercise studios, and outdoor facilities
 - Primary care centre in partnership with the local NHS
 - Flexible community spaces linking indoor and outdoor spaces to promote healthy, active lifestyles such as community kitchen, gardens, allotments, etc.
 - Potentially be part of a housing mix
- 3.4 The first stage of the project was launched in June 2019 (*Community and Stakeholder Engagement June to October 2019*) as part of the Sport England Local Delivery Pilot. The aim of this engagement process is to better understand the thoughts, opinions, concerns and aspirations of the local community and stakeholders to inform the creation of proposals for the future redevelopment of the Wonford Sports and Community Centre site.
- 3.5 Three interconnected engagement projects have been completed with funding contributions from the Sport England Local Delivery Pilot. Independent experts were commissioned to undertake the projects and provide detailed reports on the feasibility of the concept of a flagship Health and Wellbeing Centre in Wonford. These projects enabled detailed engagement with residents, community leaders and key stakeholders on the high level concepts and the authors report that there is considerable buy-in and appetite for developing the concepts explored to the next stage. Further details are in section 8 and the full reports from the independent experts are appended to this document.
- 3.6 It is proposed to move onto the next stage in the process based on the positive feedback received to date. The next stage is the completion of a Design Brief by July 2020. The aim of this stage is to continue to work with the community, health and wider stakeholders to develop the Outline Business Case into a more detailed proposal. Exeter City Living, the Councils Development Company, will co-ordinate this stage of the process. This stage will build on the on-going community engagement with the development of ideas into indicative sketches, layouts, designs and building and running costs and further work with the Wonford Green Surgery partner and NHS England.
- 3.7 During the stakeholder engagement process an assessment of recreational cycling opportunities was undertaken which highlighted several barriers to local people accessing local cycling opportunities and positive proposals for improvements. Therefore it is proposed that the Design Stage includes the design of recreational cycling plan for Wonford.
- 3.8 It is also proposed to include a project that will deliver improvements to the playing pitches utilising existing section 106 funding previously earmarked for this purpose. The

Council's emergent Playing Pitch Strategy and the Football Association Local Investment Plan, both highlight Wonford as a priority area for investment. This presents a good opportunity to demonstrate our commitment to the development of the area by undertaking much needed improvements in existing facilities which could help to increase use by local people. If agreed this project will deliver pitch improvements in 2020 taking into account existing user, residents, community groups and sport providers views.

- 3.9 Once completed the Design Brief will be used to create a Full Business Case. This will bring everything together into a detailed proposal and throughout the whole process there will be further community engagement to sense check the emerging proposals. The aim is to bring the Full Business Case to Council by December 2020. This will set out the overall strategic benefits and importance of the redevelopment, development costs and risks, likely building and running costs with proposals for where the money could come from and the options and timeframes for implementing the development proposals.
- 3.10 The community engagement and work undertaken to date have identified the potential for other participants and opportunities for collaboration in a community based development. These potential opportunities are in addition to the original ideas put forward for inclusion in a potential Health and Wellbeing Centre considered in the initial engagement exercise and – if possible – could have the potential to improve the overall scheme.
- 3.11 Given the importance of the project within the community, it would be beneficial to explore the possibility of these other collaboration opportunities, to understand if they are viable, deliverable and would provide benefit. However, it is important that any further works to consider a wider project brief and other collaboration opportunities are undertaken in a timely manner so as to avoid delay to the progress of the Health and Wellbeing Centre. The delivery of the new Health and Wellbeing Centre is of vital importance to the community and it is important project momentum is maintained. Therefore it is proposed to include Wonford Village within the Liveable Exeter Programme so that further parallel work can be undertaken during the next stage of the project and if relevant the design brief and facility mix can be expanded to include these other aspects.

4. What are the resource implications including non-financial resources.

- 4.1 Due to the funding made available through existing resources and the Sport England Local Delivery Pilot additional funding is not required this point
- 4.2 There is already Section 106 funding set aside for Wonford: £206,698 for Wonford playing fields and a further £78,773 for the changing rooms.

5. Section 151 Officer comments:

- 5.1 There are no financial implications for Council contained in the recommendations of this report. It is expected that the further work will address affordability and funding as these will be critical to Council decision making given the continuing financial challenges that face the Council over the medium term.

6. What are the legal aspects?

6.1 Architectural design expertise will be required which will be procured in line with the Councils Procurement Policy.

7. **Monitoring Officer's comments:**

This report raises no issues for the Monitoring Officer.

8. **Report details:**

8.1 In July 2019 Council adopted the revised Exeter Live Better and Move More Built Facilities, Playing Fields, Pitches, Play Areas, Parks and Green Spaces Strategy.

8.2 A key recommendation was for the Council to continue to work with local residents, community groups, Sport England and other stakeholders to co-design a blue print and outline business case for a flagship Community Health and Wellbeing Centre in Wonford.

8.3 The Council launched the first phase of the project as part of the Sport England Local Delivery Pilot to fully understand the thoughts, opinions, concerns and aspirations of the local community and stakeholders to inform the creation of proposals for the future redevelopment of the Wonford Sports and Community Centre site.

8.4 The aim is to co-design a facility that will be a positive focal point in the community and help to promote access to and participation in community based health and wellbeing activities and services provided at the site. Ideally the redevelopment will better connect with the green space behind the current building and better meet the needs of the local community.

8.5 Based on previous community engagement work (WISH Project) a redeveloped centre could include:

- Community leisure centre with sports hall; exercise studios, and outdoor facilities
- Primary care centre in partnership with the local NHS
- Flexible community spaces linking indoor and outdoor spaces to promote healthy, active lifestyles such as community kitchen, gardens, allotments, etc.
- Potentially be part of a housing mix
- Enhancement of the playing pitch provision through existing specific Section 106 funding for Wonford Playing Fields

8.6 Three interconnected engagement projects have been completed with funding contributions from the Sport England Local Delivery Pilot. Independent experts were commissioned to undertake the projects and provide detailed reports on the feasibility of the concept of a flagship Health and Wellbeing Centre in Wonford.

8.7 **CAG: Community Engagement:** Independent community engagement experts CAG Consultants were appointed to identify formal and informal community leaders and work with them to find out people's ideas and aspirations for the future re-development of the centre. CAG were asked to gather information and feed this back to the Council.

8.8 **KYMA/ETL: Clinical Design:** Expert clinical design and planning experts KYMA/ETL were appointed to work with Wonford Green Surgery partners and NHS commissioners to identify the appetite for a community health hub and to put forward initial ideas for what it could look like as part of the re-development of the site.

- 8.9 **Max Associates: Sport and Leisure Consultants: Max Associations** are working with the council on the future development of all the sport and leisure sites and they have undertaken a needs assessment on the possible mix of sporting facilities that could be part of the future development of the site in Wonford.



- 8.10 These projects enabled detailed engagement with residents, community leaders and key stakeholders on the high level concepts and the authors report that there is considerable buy-in and appetite for developing the concepts explored to the next stage.
- 8.11 CAG Consultants were engaged to work with the Wonford community to find out what would improve health and wellbeing in Wonford and explore the proposal for the Health and Wellbeing Centre. Meaningful engagement with local residents and stakeholders is central to this project. CAG used a co-production method which entails working closely with the local community to design and deliver the engagement and agree the final report. To do this they worked with a group of individuals reflecting the interests of different parts of the Wonford Community, called the Sounding Board.
- 8.12 Over 600 people were engaged through meetings with local groups, a survey, a roadshow which visited 15 locations in Wonford, and a community feedback event. CAG also set up Facebook and Instagram accounts which reached an estimated 14,000 people in total.
- 8.13 The engagement process focussed on a conversation about health and wellbeing with the residents of Wonford, and users of the existing Community Centre and Sports Centre. The proposal for a new Centre was discussed in this context.
- 8.14 The role of the Sounding Board was crucial in designing an effective process and gaining community trust and buy in.
- 8.15 Walking, dog walking, using the local parks and cycling were the top four activities that people partake in for their health and well-being, with local parks being used for both walking and cycling.

- 8.16 Ludwell Valley Park and the playing fields are widely used by those we engaged with and highly valued. For those that don't use those key issues relate to concerns about safety and the quality of the environment.
- 8.17 The Community Centre is highly valued by those that use it, and it provides valuable services, particularly its youth provision. However, 64% of Wonford residents who engaged with CAG don't use it at all. Not knowing what happens there, not being interested in what is provided, finding the building off-putting and being too busy were key reasons given for not using it.
- 8.18 Likewise, the Sports Centre is valued by its users, but 70% of Wonford residents who engaged with CAG don't use it at all. Reasons given by those that don't use it included not being interested in sports activities, wanting gentler exercise, or outdoor exercise, or exercise appropriate for disabled people, the building not looking inviting, and practical barriers such as cost, or opening times.
- 8.19 Despite initial reservations, the response to the engagement was very positive with a strong interest in improving health and wellbeing in Wonford. A wide range of comments were made which suggested services that are needed. Key themes were provision for young people and children, addressing mental health needs and the needs of specific groups of people as well as providing a range of sports and non-sports classes and activities. Clearly these services would require ongoing revenue funding.
- 8.20 There was enthusiasm for providing new spaces including a café, gardens or allotments, a performance space, a library, a bigger kitchen, and spaces for physical and mental health provision.
- 8.21 There are early wins that can be delivered. Some of these are already being addressed, but there are others such as a more frequent community café and a community noticeboard which are easily achievable with relatively minimal funding.
- 8.22 CAG strongly recommend that the Council continues to work closely with the local community, in order to build on the good will that has been developed in this engagement process. Ongoing clear communication is crucial, and the Sounding Board is one avenue for this, as is the Facebook page created for this project
- 8.23 Max Associates, were engaged to provide specific detail for the sport & leisure element of the proposed Wonford Community Health & Wellbeing Centre. Their work focuses on the current facility mix, usage/membership, profiling of users, latent demand, competition analysis, and strategic Sport National Governing Body (NGB) opportunities.
- 8.24 Some of the themes identified through the community engagement work of CAG Consultants was reflected in the objective needs assessment undertaken by Max Associates particularly about usage of the centre by local people. The membership and usage analysis shows that 25% of Centre users live within Priory Ward and 75% live outside the ward with about 20% of all users living outside of Exeter. The analysis shows that some key groups are underrepresented in the user profile which is also reflected in the qualitative feedback from the community engagement.
- 8.25 The competition analysis shows that there is a reduced need for traditional leisure centre commercial activity due to local competition which confirm the proposed direct of travel towards a wider health and wellbeing model is appropriate for this area.

- 8.26 The Council's Local Delivery Pilot team have been working with Max Associates and have undertaken a high level assessment of local recreational cycling facilities and have identified that including improved recreational cycling facilities within the redevelopment of the Wonford site offers the council a great opportunity to inspire and enable more residents of Wonford to walk and cycle from their neighbourhood to the playing fields and Ludwell Valley Park.
- 8.27 Wonford is a priority within the Football Foundation / Devon County Football Association – Exeter Local Football Facility Plan and this creates an opportunity to align local resources with national Football Foundation investment for improved grass pitches, changing rooms and small sided facility at Wonford. There is potential to undertake formal feasibility to identify a business case for a 3G Football Turf Pitch.
- 8.28 Max Associates note that is a significant strategic opportunity to work with Sport England through the Local Delivery Pilot and undertake the Strategic Outcomes Planning Model process to access expertise and potential future facility funding.
- 8.29 The Max Associates report concludes:
- The delivery model for this future facility must not replicate the traditional sport and leisure centre environment.
 - The city centre is well catered for, providing a range of facilities (particularly with the construction of SSP and the potential facility developments at Exeter Arena as proposed in the Council's facility strategy.
 - Wonford Community Health and Well-being Centre must therefore be focussed upon:
 - a. Providing relevant, accessible and appropriate provision for the local community
 - b. Meeting the need for integration with health partners
 - c. Developing the opportunity for wider local community arts, music and cultural provision
 - d. Not "competing" with city centre public and private (commercial) sport and leisure.
 - It is essential that the Council continues to provide engagement opportunities for residents, communities and stakeholders to input into future built facility development plans, to ensure that the local community is appropriately represented and the facility meets the needs of all sections of the community to encourage them to participate; in particular those who do not currently use the existing facility. The uses for the community spaces, in particular, identified within the facility mix should be worked up through further engagement with the local community and stakeholders.
- 8.30 On the basis of the information and evidence analysed, Max Associates propose that the following facility mix is taken forward for full business case feasibility and further engagement with the local community and stakeholders:

Facility	Comments
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Re-provision of a sports hall, group exercise space and fitness	4 courts, this should be constructed as flexible spaces to allow different activities and classes to be delivered, including health related programmes.
Group exercise space and fitness	Gym – 40 stations 1 x studio 1 x spin studio
Flexible Community Space	Community rooms – to be available for hire to local groups and businesses, can also be used for health consultations and one to one sessions. Flexible activity room with community kitchen facilities – suitable for hire by community groups for sports and non-sporting activities, can be used to deliver health initiatives and programmes. Wider use other than sport and leisure should also be encouraged. There are opportunities for the local community to use of community spaces for making music, facilitating arts events and cultural activities for a range of ages.
Soft Play	Soft play provision for early year’s children which would be supported by the catering offer.
Cycling provision	There is the opportunity to develop new recreational cycling activities and an all ability cycling hub – to be developed further with the local community.
Playing pitches	Retain existing and refresh (if required) Artificial Grass Pitch (AGP) Reconfigure and enhance pitches and pavilion facilities for multi club use.
Other activities	There is an opportunity to discuss further with the local community other activities to engage young people – for example: <ul style="list-style-type: none"> • Virtual climbing and trampolining • Interactive cardio exercises classes using the best of technology to provide alternative ways of using fitness equipment. • Outdoor adventure tower.

- 8.31 Engagement, by KYMA and ETL Consulting with a range of stakeholders (including NHS commissioners and providers) across the local health and care economy indicates that there is considerable support, in principle, for the proposed development of a Wonford Health and Wellbeing Centre.
- 8.32 KYMA and ETL have identified that the Health and Wellbeing Centre could provide the opportunity to co-locate primary and community physical and mental health services alongside a wider wellbeing offer that supports the ‘prevention’ agenda, through leisure, community and advice and support services, recognising that many patients presenting with health related issues have non-health causes at the root of their condition (e.g. anxiety about debt and finances leading to depression or stress).
- 8.33 The detailed report shows that Wonford Green Surgery partners and other NHS stakeholders are very enthusiastic about the potential redevelopment of Wonford Community and Sports Centre as an integrated Community Health and Wellbeing Centre, bringing together leisure provision, community-led programmes and activities with their GP-led wider health and wellbeing provision.
- 8.34 The report confirms the Wonford Green GP Practice partners’ desire and interest in potentially relocating from their existing premises to a new facility as part of an

integrated (the Health and Wellbeing Centre. The engagement with stakeholders indicates that the partners are strongly committed to addressing the health and wellbeing needs of their community through a social model of health, recognising the importance of addressing the wider determinants of health and supporting opportunities to enable them to flourish. They are therefore very enthusiastic about the potential redevelopment of Wonford Community and Sports Centre as an integrated Community Health and Wellbeing Centre, bringing together leisure provision, community-led programmes and activities with their GP-led wider health and wellbeing provision.

8.35 The report highlights further focused work that will need to be undertaken should the project move onto the next stage which includes:

- Partners obtaining a suitable capital receipt for the current Wonford Green Surgery site.
- A long-term commitment from the NHS Executive regarding future rent reimbursement, and a long-term affordable rent commitment.
- Validation and confirmation of the assumptions around future activity projections, models of care, hours of operation for the GP service, and the potential workforce and lifestyle implications associated with the proposed model.
- Further detailed engagement with GP partners to review financial modelling assumptions.
- Consideration about the potential inclusion of additional services which would augment the Primary Care Centre, consistent with the NHS Long Term Plan.

8.36 The outcome of this detailed and expert engagement and consultation process shows a clear appetite from a wide range of stakeholders to continue to develop and co-design a new facility for Wonford. The detailed reports that support this paper and set out the Outline Business Case are attached.

9. How does the decision contribute to the Council's Corporate Plan?

9.1 The report and its recommends contribute to the three Corporate Plan objectives of promoting active & healthy lifestyles; building great neighbourhoods and tackling congestion & accessibility.

10. What risks are there and how can they be reduced?

10.1 The key risk is that stakeholder expectations are raised and the Council's reputation is damaged should we fail to reach agreement or deliver against our promises. This is being mitigated through taking a staged approach with key gateways for iterative decision making. The process is set out in the diagram below.

10.2 There are other operational risk and these will be set out in a project register and mitigation actions identified as part of the project planning for the next phase.

11. Equality Act 2010 (The Act)

11.1 Under the Act's Public Sector Equalities Duty, decision makers are required to consider the need to:

- eliminate discrimination, harassment, victimisation and any other prohibited conduct;

- advance equality by encouraging participation, removing disadvantage, taking account of disabilities and meeting people's needs; and
- foster good relations between people by tackling prejudice and promoting understanding.

11.2 In order to comply with the general duty authorities must assess the impact on equality of decisions, policies and practices. These duties do not prevent the authority from reducing services where necessary, but they offer a way of developing proposals that consider the impacts on all members of the community.

11.3 In making decisions the authority must take into account the potential impact of that decision in relation to age, disability, race/ethnicity (includes Gypsies and Travellers), sex and gender, gender identity, religion and belief, sexual orientation, pregnant women and new and breastfeeding mothers, marriage and civil partnership status in coming to a decision.

11.4 In recommending this proposal no potential impact has been identified on people with protected characteristics as determined by the Act because it is too early in the project to make any assessment of impact. Efforts have already been made to ensure community engagement is open and accessible to as many people as possible and efforts to ensue those with protected characteristics under the Act will continue as the project progresses.

12. Are there any other options?

12.1 There are no other options being considered at this time.

Jo Yelland, Director

Author: Jo Yelland

Local Government (Access to Information) Act 1972 (as amended)

Background papers used in compiling this report:-

CAG Consultants: Health and Wellbeing in Wonford, Report of engagement process

Max Associates: Community Health and Wellbeing Centre in Wonford

ETL/KYMA: Primary Care Centre in the Wonford Health and Wellbeing Hub End of Stage Report

Contact for enquires:

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