

**JOINT REPORT OF
LEADER OF THE COUNCIL AND PORTFOLIO HOLDER FOR FINANCE AND
GOVERNANCE, PORTFOLIO HOLDER FOR LEISURE AND PUBLIC REALM & PORTFOLIO
HOLDER FOR ECONOMIC GROWTH, REGENERATION AND TOURISM**

23 April 2025

**REPORT OF THE DEPUTY CHIEF EXECUTIVE & CORPORATE DIRECTOR,
PLACE AND WELLBEING**

CLACTON LEISURE CENTRE SWIMMING POOL HEATING SYSTEM REPLACEMENT

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT
Following the failure of one of two boilers serving the Clacton Leisure Centre swimming pool and accompanying changing rooms, this report will agree a process to protect continuity of service, install a new boiler and accompanying plant through securing external funding and improve energy/carbon efficiency of a significant Council asset.

EXECUTIVE SUMMARY
One of the key objectives adopted through the Council's Sport and Activity Strategy is to provide 'sustainable facilities and a carbon reduction programme' to support long term sustainability of sport and leisure assets. One of the key actions listed to support this objective, is to replace the existing oil-fired boiler at Clacton Leisure Centre with a carbon efficient alternative. The strategy recognises that there would be a significant payback period involved in such a project and achieving this action is likely to require external funding. Following adoption of this strategy, of the two boilers which serve the Clacton Leisure Centre swimming pool and associated changing rooms, one has failed. Following assessment from the Council's appointed mechanical contractor, confirmation has been received that the boiler is beyond economical repair. In addition, given the age of the remaining boiler, there is a significant risk that the this may fail in a similar manner. Although the second boiler is currently providing sufficient heat for the pool and changing facilities, if this fails there would be no back up in place to prevent water temperature decreasing and a closure of the facility might be imminent. As such, in order to prevent an interruption to the service it is essential that decisions are taken to agree the plan for an appropriate replacement to ensure the most efficient boiler is sourced, which takes into account future plans for Clacton Leisure Centre and relevant financial implications. In order to explore options for the longer-term replacement of the boiler and meet the Council's strategic aspirations, a decision was published on 14 November 2024 to commit £5,000 towards the '<i>exploration of external funding opportunities</i>' to replace the existing oil-fired boiler at Clacton Leisure Centre with a modern carbon efficient alternative. Professional services were subsequently engaged to complete a funding bid to '<i>Salix Finance</i>' on behalf of the Council and on 14 March 2025, the Council received confirmation that the funding application was successful and received an award offer of £1,204,481 towards a total project cost of

£1,368,729. This positive acceptance of the Council's bid results in 88% of the overall project costs being funded by external monies. Once tenders are received and the exact cost is known, a review of the finances will be undertaken, in order for decisions to be taken on how to proceed.

The Funding Agreement (as attached at Appendix A), is required to be signed by 25 April 2025, in order to secure the award. The decision to accept this grant and sign the Agreement, is to be made using special urgency powers delegated to the Leader of the Council, as set out in Part 3, Schedule 3 of the constitution, in consultation with the Section 151 and Monitoring Officers. All other decisions set out in the recommendations are taken outside of any urgency frameworks.

This boiler replacement project will involve installing a large heat pump system designed to 50/45 flow and return temperatures which will provide heat to the air handling units; one of which will be replaced and the other will receive a new heating coil, new radiator circuit, new shell and tube heat exchanger and part of the domestic hot water load to the calorifier. A second smaller heat pump system designed to 65/60 flow and return temperature will be used for the remaining domestic hot water load in conjunction with a twin plate domestic hot water bespoke calorifier. The current oil fuel consumption is estimated to be 986,691 kWh, and it is projected the new system which will be powered by electricity, will decrease this to 231,402 kWh following installation. The project will include a further installation of new solar photovoltaic (PV) panels, which will convert sunlight into electrical energy to support powering the new heating system. In isolation, these solar panels will provide a projected annual kWh saving of 103,780 against the existing electricity footprint for the entire facility. This means that the electric energy consumption before the project which was 235,434 kWh annually, is estimated to be reduced to 131,654 kWh annually following installation. The projected decrease in the carbon footprint will be monitored and evaluated following installation, to establish the overall reduction.

Due to the age of the existing building and new technologies, there is not currently sufficient space for a new boiler within the plant room configuration. As such, design options for the replacement of new oil boilers will need to be prepared through the development of this project. As such, the project costs covered in this report include allocation of funds to commission this work, including the technical calculations and drawings required to progress.

Acceptance of this grant award and entering into the Funding Agreement, will allow the Council to complete the purchase and installation of the boiler and ancillary plant equipment, which will support the Council's emerging Climate Change Action Plan and potentially reduce energy costs at the site. It should be noted that the funding agreement with Salix, includes a number of obligations. There are a series of deadlines for delivery of the project which are built into the Agreement and could impact on payments of the grant if they are missed (these dates are set out in the milestones section of the report). As such, it will be imperative to develop robust strategy for the procurement of both the professional services who will develop the detailed specification of works and the main contractor.

In order to fully fund the cost of this installation, the Council is required to provide match funding of £164,248. As one of the Government funded Community Regeneration Partnership projects, a total of £3,000,000 has been assigned to fund an 'Active Wellbeing Centre'; with a portion of this funding designated to address essential maintenance works. As such, the Council is permitted to use the funding to maintain the condition of the existing building, whilst future ambition for future of the site is considered. Consultants have been engaged to develop a feasibility study on a new Active Wellbeing Centre, but this is likely to be considered by a

new Unitary Authority following implementation of Local Government Reorganisation (LGR) in Greater Essex. The project to install a new boiler system falls within the scope and spirit of this programme and delegations to Portfolio Holders to assign the funding was set out in a Cabinet report on 17 March 2025 titled 'Community Regeneration Partnership – Programme Update and Further Wave of Projects' (Minute No. 149):

'the Portfolio Holder for Economic Growth, Regeneration and Tourism was authorised, in consultation with the Portfolio Holder for Leisure & Public Realm to proceed to agree the procurement strategy through to award of contract for the Active Wellbeing Centre Phase 1 project, incorporating urgent repairs.'

Furthermore:

'the Portfolio Holder for Leisure & Public Realm to approve detailed brief and procurement strategy through to award of main building contract(s) for the Active Wellbeing Centre Phase 1 project subject to the outcome of a formal procurement.'

As such, the respective Portfolio Holders are requested through this report, to approve the approach identified within this report, as part of those delegations and the match funding required for this project, being allocated through the CRP programme.

Finally, in the event of a boiler failure prior to completion of the project, it is also important to agree a backup plan, to ensure a temporary boiler can be in place at Clacton Leisure Centre within 48 hours of the existing boiler failing and appropriate funding allocated. The cost of a temporary oil-fired boiler which could be installed within 48 hours of an order being placed is £45,000 for a full 6-month period, which would include installation/enabling costs. It should be noted that if the remaining boiler does not fail, there will be no requirement to draw this budget down. There is no standby charge for the temporary boiler.

RECOMMENDATION(S)

It is recommended that:

- (a) The Portfolio Holder for Leisure and Public Realm agrees the strategy set out in this report for addressing the boiler failure at Clacton Leisure Centre, following an action set out for delivery in the Council's Sport and Activity Strategy;**
- (b) on behalf of the Cabinet and using the special urgency powers, in accordance with Parts 3.X and 5.8, the Leader of the Council and Portfolio Holder for Finance and Governance, in consultation with the Portfolio Holder for Leisure and Public Realm agree for the Council to accept Salix Funding to the value of £1,204,481 and enter into the Funding Agreement, as set out in Appendix A, for the purpose of purchasing and installing a new Boiler and associated plant for Clacton Leisure Centre; and**
- (c) subject to (a) and (b), the Portfolio Holder for Economic Growth, Tourism and Regeneration together with the Portfolio Holder for Leisure and Public Realm agree to allocate £164,248 from the Community Regeneration Partnership Funding, as the Council's contribution to the purchase of a new boiler at Clacton Leisure;**
- (d) subject to (a) & (b) above, that the installation of a new boiler system for Clacton Leisure is added to the Capital Programme in 2025/26 with a total budget of £1,368,730 ;**
- (e) that the Leader of the Council and Portfolio Holder for Finance and Governance**

agrees to carry forward £45,000 from the former Joint Use Sports Centre budget from the 2024/25 financial year into 2025/26, and allocates this towards a budget which can fund a temporary oil-fired boiler system for Clacton Leisure Centre at short notice, as an interim measure, in the event of a failure of the remaining boiler prior to the project being completed;

- (f) subject to (d) above, that the Leader of the Council and Portfolio Holder for Finance and Governance agrees an exemption to procurement is agreed to allow the Council to appoint its term contractor, Lindsey Group, to provide the temporary boiler, associated plant and labour;
- (g) following (f) it is noted that the Assistant Director Sport, Leisure and Health will develop the procurement strategy for the commissioning of the contractors required to deliver the installation of a new boiler system within the milestones, as required by the Funding Agreement.
- (h) It is understood that the decisions above are made in the context that the Council is bound by the Salix Funding agreement from the grant start date until 3 years after the project is completed.

REASON(S) FOR THE RECOMMENDATION(S)

To ensure that the Clacton Leisure Centre Swimming Pool can maintain its operation and customer service, in the event of a boiler failure. Furthermore, to install a carbon efficient replacement boiler to contribute towards the Council's Climate Change Strategy and subsequent carbon reduction plan. This project will also future proof Clacton Leisure Centre and replace an old oil-fired boiler at the end of its lifespan, with a modern carbon efficient replacement.

ALTERNATIVE OPTIONS CONSIDERED

- 1). Making a decision not to accept the funding and finance the replacement boiler directly. This is likely to cost significantly more than achieving this through securing Salix Funding.
- 2). To not replace the boiler. This will result in a significant risk of closure and a loss of a vital customer service and accompanying loss of income.
- 3). Not planning a contingency arrangement for a potential boiler failure – as Clacton Leisure Centre is currently heating the swimming pool and changing facilities on one boiler, it is considered inappropriate not to have a back up in place. Failure to do so might result in a closure of the swimming pool before the wider project is complete and its resulting impact on customers. Furthermore, there would be a financial implication and loss of income as a result of any closure.

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

This project will impact on the following objectives, as set out in the Council's corporate priorities:

- This project will deliver on one of the actions set out in the council's Sport and Activity Strategy, under the objective to support long term sustainability of sport and leisure assets. The boiler installation will future proof a significant plant asset at the Council's largest Sport Facility and reduce the Council's carbon footprint.
- Pride in our area and services to residents – through ensuring customers have continuity of service in the event of a failure with the Clacton Leisure Centre boiler.

- Financial sustainability and openness –By providing a contingency budget for an emergency replacement boiler, in the event of a failure.

This installation is listed in the Council's approved Climate Action Plan and will impact on the following:

- Championing Our Local Environment – through furthering the Council's commitment to achieving net zero

Furthermore, reducing carbon emissions is based on reducing energy use, which has the potential to save ongoing revenue costs for the Council, as well as wider beneficial impacts relating to community and social wellbeing outcomes.

OUTCOME OF CONSULTATION AND ENGAGEMENT

Changing the current oil-fired boiler to a new energy efficient alternative was listed in the council's Sport and Activity Strategy, which was subject to widespread consultation. The full details of the outcome of that consultation is set out in the accompanying Cabinet report dated 20 September, but there were no specific comments received on this project.

There has been no subsequent consultation on this subject with residents but delivering this project will maintain the service anticipated by customers and local people at its current levels.

Consultation has taken place with the Chairman of the Resources and Services Overview and Scrutiny Committee to agree that the Special Urgency Procedure as set out in Overview and Scrutiny Procedure Rule 15 (Part 5.8), but noting, this procedure will only apply the decision of the Leader taken under the urgency provisions as set out in recommendation (f) as above.

LEGAL REQUIREMENTS (including legislation & constitutional powers)

Is the recommendation a Key Decision (see the criteria stated here)	YES	If Yes, indicate which by which criteria it is a Key Decision	Involves £100,000 expenditure/income Is otherwise significant for the service budget
		And when was the proposed decision published in the Notice of forthcoming decisions for the Council (must be 28 days at the latest prior to the meeting date)	Due to the requirement under the funding agreement to sign the funding agreement by Friday 25 th April 2025, a request will be made to the Chairman of the Resources and Services Committee, to agree to the 'special urgency' procedure being enacted, as listed in Rule 15 of the Access to Information Procedure Rules in Part 5 of the Council's Constitution. The response to this application was due in May 2025, so although this item has been listed on the Forward Plan, 28 days will not be passed in time.

Funding Agreement

The Council is required to sign a funding agreement with Salix to accept the funding (Appendix A) and it is important to note that there are a number of terms and conditions which the Council must agree to. The following points have been highlighted for acknowledgement,

and to ensure decision makers are sighted on key obligations placed on the Council:

- **Payment Conditions:** Payments are contingent on meeting specific conditions and providing evidence of need. This will include a requirement to meet key milestones of the project, as set out in the funding bid and providing monitoring and evaluation information to Salix. As there will be a key onus on the main contractor to meet terms and conditions, the contractual arrangements for the works will need to include agreements to tie in the selected provider to the wider terms and conditions. This will clearly be set out in the procurement process, so the Council can ensure timescales can be met effectively.
- **Repayment:** Any incorrect payments must be promptly repaid to Salix, so it is essential that the project is managed in line with the Council's agreed Project Management format.
- **Agreement Duration:** The duration of the project will be from the Grant Start Date until three years after project completion (30 October 2026). As such, decision makers should be mindful, that any removal of service at Clacton Leisure Centre prior to the end of that period, might lead to the grant being reclaimed by Salix.

It should be noted that one of the conditions of Salix funding is for the recipient to obtain '*prior written consent*' from the funding body, for the use of other public sector funding towards the project. The Council have received written consent for the use of Community Regeneration Partnership funding, as there is no requirement under that fund to report carbon savings.

Procurement

If a decision is taken to directly award a contract to provide a temporary boiler under urgency exemptions, then the Council will be required to publish notices to ensure transparency in its procurement activities.

Urgency Arrangements

Due to the funding agreement requiring to be signed by Friday 25th April 2025, the decision to accept the funding is to be made using special urgency powers, as set out in Part 3, Schedule 3 of the Constitution. This sets out that the Leader of the Council may exercise any of the powers delegated to the Cabinet '*in cases of urgency, in consultation with the Monitoring Officer and/or Section 151 Officer. In cases of urgency the decision of the Leader of the Council will be recorded and published in accordance with the Constitution. The Leader of the Council will also be required to make a public statement at the next formal meeting of the Cabinet which will explain why they had taken the decision as a matter of urgency.*'

In addition, in order to meet the deadline to sign the funding agreement, permission will need to be granted by the Chairman of the Resources and Services Overview and Scrutiny Committee to exempt this decision from both the Forward Plan and the 5 day call in period, through the special urgency provisions. This will be made through using Rule 15 of the Access to Information Procedure Rules, as set out in Part 5.8 of the Constitution.

The Monitoring Officer confirms they have been made aware of the above and any additional comments from them are below:

A review of the Funding Agreement has been undertaken by the interim Contracts Lawyer and advice has been provided back to the service on the areas, with specific conditions highlighted, which have been addressed in this report.

The subsequent contracts for the delivery of the project will need to reference the delivery

timetable as required by the Funding Agreement, to ensure that these obligations can be met and the procurement process should ensure this is highlighted through seeking bids.

FINANCE AND OTHER RESOURCE IMPLICATIONS

The indicative capital costs for the installation are set out below:

Total Project Cost: £1,368,729
Salix Grant Funding: £1,204,481
TDC Contribution: £164,248

It should be noted that if the budget exceeds the funding package set out above, the risk will fall upon the Council to find additional budget. Alternatively, a decision could be taken not to draw down on the external funding.

It should be noted that although the ongoing energy costs of installing a new system based on electric heat pumps and supported by new Solar pv should be more cost effective, accurate calculations will not be known until following the procurement exercise. The environmental benefits of these improvements however are likely to be significant and will contribute to the Council's Climate Change Strategy.

Back up Boiler Implications

The cost to install a back up boiler for a 6 month period would be £33,000. This includes the following:

- Delivery to site, with initial set up and commissioning
- Dismantling and decommissioning, with collection from site
- An initial fill of fuel of the Temporary Boiler
- Six months installation of the temporary boiler including all associated costs.

It should be noted that if the remaining boiler does not fail, there will be no requirement to draw this budget down. There is no standby charge for the temporary boiler.

Why is an exemption to procurement required?

It is urgent that the Council has measures in place to install a temporary boiler within a few days, following the event of the remaining boiler malfunctioning. As such, a recommendation to enact an exemption to procurement for this one item set out in the Council's constitution is set out in this report. Since operating on a single boiler, there have been instances of the system failing without certainty of rectification. The likelihood of solutions and parts for repairs being found will continue to diminish with time.

It is recommended to use the Council's current mechanical contractor for this project, who were commissioned for a fixed duration to provide specialist support required for the Sports Facilities at Clacton, Dovercourt Bay and Walton on the Naze. Due to the urgency required to have the temporary system lined up, there is not considered suitable time to instigate a procurement process for this service. In addition, due to their work as the approved contractor, there will be no standby charge levied, and payment will only be made in the event that the temporary boiler is required. The cost is considered reasonable and the contractor will be able to have the temporary service running within 48 hours of an order being placed.

Consultancy Costs

Through a previous decision, the Council committed £5,000 to commission a consultant to prepare the funding bid to Salix for a long-term energy efficient replacement for the Clacton

Leisure Centre Swimming Pool boiler. If the Council was unsuccessful with this application, the £5,000 identified to support the submission would not be returnable.

☐ **The Section 151 Officer confirms they have been made aware of the above and any additional comments from them are below:**

Although there are no significant comments over and above those set out elsewhere within the report, as highlighted earlier, a review of the financial position will be undertaken once the associated tender process has been completed. This will allow the opportunity to undertake further consideration of the project before proceeding, such as overall financing, agreeing contingency sums and learning from other recent projects.

USE OF RESOURCES AND VALUE FOR MONEY

The following are submitted in respect of the indicated use of resources and value for money indicators:

A) Financial sustainability: how the body plans and manages its resources to ensure it can continue to deliver its services;	This report will ensure the Clacton Swimming Pool is not impacted by a closure and will sustain the service to customers. Furthermore, this will guard against the potential of losing the associated income.
B) Governance: how the body ensures that it makes informed decisions and properly manages its risks.	This report will ensure that all appropriate decisions are in place to plan for both the short and long term options for heating the swimming pool at Clacton Leisure Centre. In addition, as referred to in the Executive Summary, a decision to appoint consultants to prepare an external funding bid for a long term replacement has already been published.
C) Improving economy, efficiency and effectiveness: how the body uses information about its costs and performance to improve the way it manages and delivers its services.	A new boiler would reduce the Council's carbon footprint, by moving away from the use of oil. There is also further potential to reduce energy costs, depending on future guidance around a new installation.

MILESTONES AND DELIVERY

The following project milestones were set out in the application and following approval and publishing of this report, the various milestones will be reviewed. As the grant award has been issued in advance of the anticipated date, the project dates might be brought forward:

Milestone	Completion Date	Days of Contingency included in each step
Project Approval	01/07/2025	
Designs Initiated	01/08/2025	
Detailed Designs Complete	01/10/2025	15

Out to Tender	13/10/2025	
Tenders Complete	21/11/2025	
Orders Placed	15/12/2025	
Works in Progress on Site	19/01/2026	
Complete on Site	16/10/2026	
Final Commissioning	23/10/2026	110
Completion Date (Step 1.1)	30/10/2026	125

ASSOCIATED RISKS AND MITIGATION

Terms and Conditions of the Agreement

Risk: As set out earlier in this report and in full through Appendix A, the Council is mandated to abide by the terms and conditions of the funding agreement. Decision makers should note the onerous obligations set out within the agreement, covering, monitoring, audit, quality, warranties, procurement of works and services. Compliance with these obligations is mandatory and is likely to be resource intensive.

Mitigation: Officers will need to be robust with procurement, contractual arrangements and management of contractors in relation to this project. Following the approved project management framework and internal monitoring from the Project Board will be essential in taking this forward.

Risk of increased capital costs following procurement

Risk: The exact cost of this project will not be finally established until following the procurement process. There is scope for costs to increase, which will be at the risk of the Council. Further budget in these circumstances will need to be established from other sources.

Mitigation: Consultants have been used to prepare and write the funding bid, which included costing the system. In addition, robust procurement processes will be followed to ensure value for money. Market engagement which will be undertaken as part of the procurement process, will also provide a strong indication of whether the budget is sufficient. 0

Risk of increased revenue costs

Risk: Until accurate costings are provided for a new system, following procurement, there is a risk that energy costs for this unit will increase. No additional insulation work is factored into this project for Clacton Leisure Centre, which could cause the heat pump to run longer and more frequently, which not only increases energy costs but also puts more strain on the system

Mitigation: The installation of new pv panels will support the reduction of costs, through powering the electric based system. More accurate information will be known once a detailed specification is prepared to procure a main contractor.

Heating Efficiency of the New System

Risk: It is important to set out that no wider work on the facility will be undertaken outside of the scope of this project, such as increased insulation. As such, despite a significant carbon reduction, there is a risk that following installation, the system will be less effective in terms of heating, which may decrease customer service.

Mitigation: More accurate information will be known once a detailed specification is prepared to procure a main contractor. This will also be an opportunity to evaluate the project and how

to proceed.

The Active Wellbeing Centre Feasibility Study

Risk: This report refers to the Active Wellbeing Centre project at Clacton Leisure Centre. The Council, together with partners are in the process of completing a feasibility study on the potential for a new Active Wellbeing Centre on the footprint of Clacton Leisure Centre, which is due to be complete around June 2025. By agreeing to the recommendations in this report, consideration of any new facility following completion of the consultant's work, will need to take into account that closing the existing site within the timescales of the funding agreement, might require the Council to return the Salix funding.

Mitigation: A decision will need to be taken as to the most effective option for a new Active Wellbeing Centre, following the formation of a new Unitary Authority if LGR is implemented as anticipated in Greater Essex. The funding bid was transparent about the feasibility work and procurement of the proposed system can be developed to include an option to transfer the new plant to either a new facility, or one of the Council's other facilities at Dovercourt and Walton at a later date.

EQUALITY IMPLICATIONS

The issues covered in this report would ensure the service is maintained for customers and local people. If there is a drop in the swimming pool water temperature as a result of a boiler closure, this may adversely impact on the Leisure Centre's oldest and youngest customers.

SOCIAL VALUE CONSIDERATIONS

If this project proceeds to a new boiler installation, there is potential for local contractors and sub-contractors to bid for future contracts.

IMPLICATIONS FOR THE COUNCIL'S AIM TO BE NET ZERO BY 2030

The Council has set out its plans to become net zero carbon by 2030. The plan, initially covering the period to 2023, sets out a series of measures to reduce the council's own greenhouse gas emissions. If a new carbon efficient boiler is purchased through the long-term plan set out in this report, it will impact positively on the Council's footprint and will be another positive step towards the strategic objective.

The installation of the solar panels at Clacton Leisure Centre is a significant step towards enhancing energy efficiency and reducing carbon emissions at one of the Council's largest assets. By converting sunlight into electrical energy, these solar panels will provide an annual kWh savings of 103,780. As such, the energy consumption before the project, which is 235,434 kWh annually, will be reduced to 131,654 kWh annually after the project.

This reduction in energy consumption is not only beneficial for the environment but also contributes to the Council's Climate Change Action Plan. The plan aims to reduce the Council's carbon footprint and promote sustainable practices. The solar panels are part of a broader initiative to replace the existing oil-fired boiler with a modern, carbon-efficient alternative powered by electricity.

Additionally, the installation of these solar panels is expected to have a positive impact on the Council's financial sustainability. By reducing energy costs, the Council can allocate resources more effectively and support other essential services. This project is a key component of the Council's strategy to achieve net-zero carbon emissions by 2050.

With regards to the replacement of the oil-fired boilers, the fuel displacement and proposed fuel consumption are set out below on separate lines, due to the systems they serve. This detailed breakdown helps to understand the specific impact on different systems within the

Clacton Leisure Centre.

System to serve **Air Handling Units, Part Domestic How Water, Radiators, Pool Water Heat Exchanger** will displace 789,353 kWh of current fuel consumption and is expected to have a proposed fuel consumption of 190,290 kWh. This system will provide heat to the air handling units, radiators, pool water heat exchanger, and part of the domestic hot water load.

System to Serve **Top Up Domestic Hot Water** will displace 197,338 kWh of current fuel consumption and is expected to have a proposed fuel consumption of 41,112 kWh. This system will be used for the remaining domestic hot water load in conjunction with a twin plate domestic hot water bespoke calorifier.

These changes are part of the Council's broader initiative to replace the existing oil-fired boiler with a modern, carbon-efficient alternative powered by electricity. The installation of the new solar photovoltaic (PV) panels, will support powering the new heating system.

The change from an oil-fired boiler to an energy efficient alternative is set out in the Council's Climate Change Action Plan, as summarised below:

Action	Narrative	Measure
Building upgrades to Clacton Leisure Centre	As part of Active Wellbeing Centre project, feasibility study to identify energy efficiency and reduction measures for operations and facilities at Clacton Leisure site	% reduction in Scope 1 emissions (tCO2e)
Solar panels on our estate Reducing costs and carbon for the council's most energy intensive estate	A solar feasibility report carried out at the beginning of 2023 indicated a 3 – 5 year payback period for solar panels installed on the Council's main office buildings and Leisure Centres. Action during this period will include investigation and reporting on the risks and benefits of delivery models, followed by an initial pilot project prior to rolling out across the council's estate subject to funding.	kWh generated
Leisure estate operations Feasibility study for energy consumption reduction	The district's three council-operated leisure centres are some of the highest emitters in the district, through a high demand of a combination of electricity, oil and gas, which is a substantial financial commitment. Alternative measures which could be considered include other ways of reducing the costs of heating swimming pools, for example, exchanging heat from carbon intensive businesses like data centres to heat swimming pools; or using new technology to clean and recycle water used within the pool tank to meet high hygiene standards and reduce the amount of energy needed in the pool.	% reduction in Scope 1 emissions (tCO2e)

OTHER RELEVANT CONSIDERATIONS OR IMPLICATIONS

Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.	
Crime and Disorder	There are no specific implications at this stage
Health Inequalities	The decisions in this report would maintain current service levels, which would ensure local people have access to services which impact positively on their activity levels, health and in some cases challenges issues of social isolation.
Area or Ward affected	St Pauls
Local Government Reorganisation and Devolution	This project will support the longevity of the facility with the upgrade of key mechanical plant supporting the service. Following LGR, this will 'de-risk' the potential of a further failure for a new Unitary Authority.

PART 3 – SUPPORTING INFORMATION

BACKGROUND

The Clacton Leisure Centre Swimming Pool boiler is currently fired by oil and as such, replacement through a new carbon efficient alternative would reduce the Council's carbon footprint.

The Council's Sport and Activity sets out the need for identifying external funding opportunities for the Council's sports facilities to ensure resilience and proactive maintenance, with a focus on reducing energy costs and carbon emissions. The strategy sets out the following as key areas of focus, which are relevant to this project:

- *Improving/replacing plant and equipment with modern technology to decrease the Council's carbon footprint.*
- *Securing further external funding to support modernisation and carbon reduction.*
- *Developing actions to further reduce the Council's carbon footprint at the sports facilities.*
- *Identifying opportunities for financial sustainability*
- *Identifying proposals for long term investments*
- *Identifying external funding opportunities*

In 2021, all three Leisure sites (Walton, Dovercourt and Clacton) underwent an energy audit as a result of the Council's Carbon Reduction Plan. The audit was undertaken as part of the process for understanding the present energy and carbon performance of the existing estate and where improvements can be made to reduce energy and waste consumption. Though that process, it was noted that the oil boiler will need replacing in the coming years and the auditor stated that 'installing a heat pump will provide a good future proof option.'

How did the Salix bid materialise?

On 14 November 2024, a decision was taken to appoint Consultants, to prepare a funding bid

to Salix on behalf of the Council. The decision is set out below:

To agree the exploration of external funding opportunities to replace the existing oil fired boiler at Clacton Leisure Centre with modern carbon efficient alternative.

To agree that £5,000 can be allocated from the Sports Facilities revenue budget to engage a consultant to complete a funding bid to 'Salix' on behalf of the Council. Furthermore, to agree an exemption to the Council's procurement rules to appoint Heaton Design and Engineering to undertake this work.

What is Salix Funding?

Salix Finance is a Public Sector Decarbonisation Scheme run on behalf of Central Government, which delivers funding schemes to support the public sector reduce carbon emissions in line with the UK's 2050 net zero target.

Salix funding, provides grants to public sector organisations to support projects aimed at reducing carbon emissions and improving energy efficiency in public buildings. This funding helps institutions like schools, hospitals, and local government buildings implement measures such as low-carbon heating systems, insulation, and renewable energy installations. The main goal is to help the public sector achieve net-zero carbon emissions by making buildings more energy-efficient and reducing reliance on fossil fuels. The scheme is part of the broader effort to combat climate change and promote sustainability.

PREVIOUS RELEVANT DECISIONS

CABINET REPORT ON THE COUNCIL'S DRAFT SPORT AND ACTIVITY STRATEGY, 12 MARCH 2024:

[Microsoft Word - Sport and Activity Strategy March 2024 Final Version Final](#)

EXTERNAL FUNDING APPLICATION TO REPLACE EXISTING SWIMMING POOL BOILER:

[Decision - Clacton Leisure Centre – External funding application to replace existing Swimming Pool boiler with carbon efficient alternative](#)

COMMUNITY REGENERATION PARTNERSHIP – PROGRAMME DELIVERY:

[Decision - Cabinet Members' Items - Report of the Economic Growth, Regeneration and Tourism Portfolio Holder - A.6 - Community Regeneration Partnership \(formerly Levelling Up Partnership\) - Programme Delivery](#)

COMMUNITY REGENERATION PARTNERSHIP – PROGRAMME UPDATE AND FURTHER WAVE OF PROJECTS:

[Report Template Part A](#)

BACKGROUND PAPERS AND PUBLISHED REFERENCE MATERIAL

APPENDICES

APPENDIX A: Funding Agreement

