



**ORKNEY**  
ISLANDS COUNCIL

**Item: 1**

**Community Development Fund Sub-committee: 27 May 2026.**

**Application 0/5/8/91 – Papdale East Play Park Association:**

**Proposed Development of Papdale East Park.**

**Report by Director of Enterprise and Resources.**

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## **1. Overview**

- 1.1. Papdale East Play Park Association (PEPA) have applied for Community Development Fund (CDF) funding to support a fourth phase of the Papdale East Park redevelopment project that will create the main play area within the Papdale East Park. The total funds required for phase four is £211,827 of which a CDF grant of £52,954 is sought amounting to 25% of this phase of project costs and an estimated 4.78% of the total project cost of £1,107,702.
- 1.2. The funding proposed will enable PEPA to purchase and install a range of play equipment in what will become the main play area, following plans created by residents and children from nearby schools that meet the needs of the Papdale community. The play area will also serve the wider Orkney community and visitors.
- 1.3. A final phase of the Papdale East Park regeneration is expected to be delivered separately and, subject to successful fund raising. This would add a range of wheelchair-accessible and toddler play equipment in a separate fenced area in the park.
- 1.4. Papdale East Park is located centrally, being adjacent to Kirkwall Grammar School and close to the Papdale Primary School. The Park was identified as strategically important for the Council's Play Area Strategy attracting significant external funding for the initial development phase that completed in 2023. This initial development created pathways for active travel, seating areas, and improved flood management, in addition to increased biodiversity.

## **2. Recommendations**

2.1. It is recommended that members of the Sub-committee:

- i. Agree that a grant of up to 25% of total eligible costs, up to a maximum sum of £52,954, to be met from the Community Development Fund, be offered to Papdale East Play Park Association towards the purchase and installation of a range of play equipment that will be located in the main play area of Papdale East Park, Papdale, Kirkwall, subject to:
  - Confirmation of the subsidy control position to the satisfaction of the Director of Enterprise and Resources.
  - Confirmation of the full funding package being secured.
- ii. Delegate powers to the Director of Enterprise and Resources, in consultation with the Head of Finance, to authorise, if required, advance payment of the grant, referred to above, on receipt of invoices, to assist cash flow requirements of Papdale East Play Park Association.
- iii. Delegate powers to the Director of Enterprise and Resources, in consultation with the Head of Corporate Governance, to determine whether appropriate security can be put in place and, if so, to conclude an Agreement, on the Council's standard terms and conditions, with Papdale East Play Park Association in respect of the funding detailed at paragraphs 2.1i and 2.1ii above.

## **3. Background**

- 3.1. Papdale East Play Park Association (PEPA) is a formally constituted Scottish Charitable Incorporated Organisation (SCIO) formed in 2017. Since its formation, the Association has led the redevelopment of the Papdale East Park re-development project following an extensive community consultation process.
- 3.2. As a multi-phased project, the initial works created pathways and improved flood management. The project raised considerable external funding for the project with the rejuvenated park reopening in 2023.

3.3. The various phases of the project are outlined in the table below:

Phase	Description	Council funded	External funding	Total Cost
Phases one and two are complete and phase three has funding in place and will be completed in Spring 2026.				
1	New pathways, flood Management, and green spaces created.	£200,000 (Leisure & Culture)	£470,000	£670,000
2	Feasibility Study – Royal Institute British Architects (RIBA) stages 1 – 4	£6,417 (CDF)	£11,829 (incl £2370 own funds)	£15,876
3	Ground preparation for Play Equipment	£10,000 (Leisure and Culture)		£10,000
Phases 4 and 5 require funding to be delivered.				
4	Play Park Equipment main play area	£52,954 (CDF)	£158,872	£211,826
5	Play Park equipment – toddler and accessible play area	TBC	TBC	£200,000
Totals		£269,371	£640,701	£1,107,702

3.4. The phase 4 external funding package noted in the above table includes applications to Scottish Government’s Community Led Local Development funding (£20,185.74), Crown Estate Community Led Development Fund (£45,000) and the UK Government’s Town Fund (£50,000). These sources of funding are all considered by policy to be external.

3.5. In 2024, PEPA were awarded a CDF grant of £6,400 towards a feasibility study for phase two of the project securing Royal Institute British Architects (RIBA) design and planning construction stages one to four relating to the play equipment installation. The Association has secured planning permission and followed a competitive tender process to source both equipment and the construction company to undertake the development works.

3.6. Since project conception, PEPA has raised £2,370 towards phase 2 and will be contributing £22,686 to support the current phase of the project. In total they will have allocated in excess of £25,000 to the total project costs to date.

3.7. This application for CDF funding relates to phase four of the development project, which will fund the purchase and installation of a range of play equipment in the main play area of Papdale East Park. It is anticipated that phase four will be completed in quarter three of 2026 and will add the following play equipment as outlined in the playpark design within Appendix 1. The items in plan have been selected for durability and inclusive design:

- Black Forest Bird’s Nest Tower climbing frame (no. 2).
- 5 user hexagon swing (no. 3).
- Twin Aerial runways (no. 4).
- 2 x Embankment Slides (no. 9).
- Embankment Net (no. 8).
- Playspace Trim Trail (no. 7).
- Fitness Trim Trail (10.).

3.8. Items 1, 5, 6, 11 relate to the enclosed accessible and toddler play area and are due to be installed in the final phase and have the benefit of planning permission.

3.9. Once this project is completed, PEPA will be looking to implement a final phase of the project that will add a range of wheelchair accessible and toddler play equipment in an enclosed area. It is anticipated that phase five will progress in Spring 2027. PEPA intend to seek accessible funding streams to support this phase and are working with Inclusive Orkney to identify relevant funding streams. They anticipate a further CDF ask for the final phase but cannot confirm what that would be at this stage.

3.10. The table below gives a breakdown of the project costs and funding secured for this phase (four) the project. PEPA selected the contractor through a competitive tender process with the play equipment having been selected for best fit with the wishes of the community as part of the community consultation process.

<b>Eligible Project Costs</b>	<b>£</b>	<b>Funding</b>	<b>£</b>
Project Tender	176,522	Community Development Fund CDF	52,954
VAT	35,304	The Town Fund	50,000
		Crown Estate Community Led Development Fund (CECLDF)	45,000

<b>Eligible Project Costs</b>	<b>£</b>	<b>Funding</b>	<b>£</b>
		Community Led Local Development Fund (CLLD)	20,185.74
		Papdale East Play Park Association PEPA Fundraising	22,686.26
		National Lottery Awards for All (AFA)	15,000
		NHS Endowment Fund	2,000
		Youth Local Action Group (YLAG)	3,000
		Kirkwall and St Ola Community Council	1,000
<b>Totals</b>	<b>211,826</b>	<b>Totals</b>	<b>211,826</b>

- 3.11. The CDF scheme has previously supported Play Parks. However, the maximum funding percentage for playparks was reduced to 25% in 2012 following a review of the CDF.
- 3.12. An objective of the CDF is that it attracts as much external funding to Orkney projects as possible. Internal Council funding sources are not permitted to be a match fund for CDF. As the Council manages three of the noted funds that derive from external sources summary information is included below.
- 3.13. Community Led Local Development Fund (CLLD) is external grant from the Scottish Government on an annual allocation basis through a grant offer letter to the Orkney Local Action Group (LAG). The fund is administered by the Council on behalf of the Orkney LAG. Applicants to this funding stream are therefore eligible to seek co-funding from other Council funding streams, including CDF.
- 3.14. The Orkney Fund is funded by UK Government's Pride in Place Programme through a grant to the Orkney Fund. Funds are awarded by an independent Board. Applicants to this funding stream are therefore eligible to seek co-funding from other Council funding streams, including CDF.

3.15. The Crown Estate Community Led Development fund (CECLDF) receives annual budget from Crown Estate Scotland revenue monies that the Council receives each year. At establishment of the fund in 2022 it was classed as external funding in order for it to be available to match existing Council and other public agency schemes.

## **4. Project Appraisal**

- 4.1. CDF was established to primarily support projects with recreation as the main theme. The fund is flexible in its criteria and allows the opportunity to support a wide range of projects that benefit the community. There are a number of principles that are applied to projects as outlined in the Guidance as follows:
- Projects supported by the CDF should have a widespread and long-lasting community benefit.
  - The CDF should attract the maximum amount of external match funding into the County as possible.
  - There should be no ongoing cost to the Council as a result of any of the projects supported by the CDF.
  - No CDF assistance should be given to projects that would normally be carried out by the Council itself; and
  - All CDF assistance is discretionary.
  - The intention of the CDF is that a project should be sustainable for a minimum of 15 years without any additional assistance from the Council.
- 4.2. The Association have a development plan highlighting the respective phases of the project up to and including the project completion with provision for ongoing inspection and maintenance. The maintenance programme will seek to take advantage of build and equipment warranties for the equipment and will additionally incorporate ongoing grounds maintenance. PEPA will continue fundraising to meet ongoing maintenance costs.
- 4.3. PEPA have secured a 25-year lease of the area of Papdale East Park that will become the main play area and the toddler play area. The lease exceeds the longevity requirements of CDF. Additionally, the play equipment was sourced for durability and with maintenance should have a lifespan that far exceeds the minimum 15 years that is required by CDF.
- 4.4. The Community Development Fund and its predecessor, the Community Development Fund for the New Millennium, have supported a wide range of development projects including community facilities. CDF was established to

primarily support projects with recreation as the main theme and the Papdale East Play Park project meets this objective.

- 4.5. With regard to the Association's application for support towards the purchase and installation of play park equipment in the main play area of Papdale East Park, the following is an assessment and evaluation against each of the approved assessment and evaluation criteria for the CDF:

### **Evidence of need**

- The community of Papdale identified the need to improve community wellbeing in the Papdale area. Their initial aspiration was to create a community space with more colour, shelter, places to walk, cycle, socialise and play for people of all ages and abilities. PEPA was formed to take the project forward on behalf of the community.
- The first phase of the project was developed with support of the Council's Leisure team with external partners and created an accessible space that supported active lifestyles and incorporated biodiversity. The park is welcoming and supporting of healthy lifestyles with community feedback identifying that the improvements to the park have made it easier for people to access green space and nature and have had a positive impact on people's mental and physical health and wellbeing.
- The play area equipment to be delivered in this phase and the final phase will complete this large project and provide much-needed opportunities for play, social interaction, and physical activity for people of all ages and abilities.

### **Achievability**

- PEPA has gained extensive experience in both developing and managing this project from its inception in 2017. The initial park re-opening that took place in 2023 has bolstered community spirit and driven the development of phases two and three and will ensure the completion of this and the final phase that will deliver long lasting community benefit.

### **Sustainability**

- The community will continue to maintain the main play area within Papdale East Park including the grounds which should extend the lifespan of the play equipment beyond the minimum CDF requirement of 15 years. The equipment has been selected for its robustness and durability with the consideration of Orkney weather factored into the selection.

### **Serving the local public and having lasting benefits**

- The initial park re-opening that took place in 2023 bolstering community spirit that has helped to drive the project towards completion of phases two and three. Support for the project has been overwhelming and there are no doubts that this and the final stage of the project will be completed delivering long lasting community benefit.

### **Opportunities provided or upgraded**

- PEPA will continue to raise funds to maintain the equipment and the green space using local contractors where possible. Grounds maintenance will be managed by a local contractor that will secure local jobs.

### **Enriching quality of life**

- This project supports outdoor activity, health and wellbeing and social interaction, thereby contributing to mental and physical health. It protects Orkney's community space so that it may be passed on for generations to come.

### **Value for money**

- The play equipment was sourced through a tender application process. The most cost-effective bid was a company that supplied the broad range of play equipment and has delivered on similar Orkney projects previously. The ground works will have been completed prior to the delivery of this phase reducing installation time and cost whilst minimising the risk of any installation issues that could impact project costings.

### **Partnership funding**

- PEPA sought external match funding from a range of external funds including National Lottery Awards for All and the Orkney Fund. PEPA have also been able to contribute to this and previous phases of the project using funding raised in extensive fundraising efforts. Their contribution to phase four alone is 10.71%.

## **5. Letters of Support**

5.1. Letters of support in relation to this project have been received from the following groups and individuals:

- Kirkwall East Ward Councillors.
- Kirkwall and St Ola Community Council.
- Orkney Youth Local Action Group.

- Orkney Health and Care – Aurrida House.
- Liam McArthur MSP.
- Sustrans Scotland.
- Inclusive Orkney.

**For Further Information please contact:**

Carol Coleman, Economic Development Officer, extension 3330, Email:

[carol.coleman@orkney.gov.uk](mailto:carol.coleman@orkney.gov.uk).

**Implications of Report**

1. **Financial:** In December 2022, a further £1,000,000 was allocated to the Community Development Fund, with £100,000 ring-fenced for Community Councils. Community Development Fund records show that as at 1 May 2026, the unallocated fund budget was £152,326. Therefore, at present there is sufficient budget within the 2022 Community Development Fund tranche to consider this project. The option of accessing Community Development Fund grant as an advance payment, in order to assist cash flow, will be required to ensure the project reaches a satisfactory conclusion.
2. **Legal:** Subject to the content of the third bullet point (below) there are no legal constraints to the recommendations in this report being implemented and the relevant powers are contained in section 20 of the Local Government in Scotland Act 2003.  
If grant assistance is to be provided by the Council, a legally binding agreement will require to be entered into between the Council and the recipient setting out the terms on which the funding is being provided.  
Any financial assistance provided by the Council will need to be assessed to determine if the financial assistance proposed meets the definition of a subsidy under section 2 of the Subsidy Control Act 2022 (the 2022 Act). If it is determined that the financial assistance is a subsidy, then it will need to be provided in a manner compliant with the provisions of the 2022 Act.
3. **Corporate Governance:** Determination of applications for funding from the Community Development Fund is delegated to the Community Development Fund Sub-committee.
4. **Human Resources:** None
5. **Equalities:** An Equality Impact Assessment is not required.
6. **Island Communities Impact:** An Island Communities Impact Assessment is not required.
7. **Links to Council Plan:** The proposals in this report support and contribute to improved outcomes for communities as outlined in the following Council Plan strategic priorities:

- Growing our economy.
- Strengthening our Communities.
- Developing our Infrastructure.
- Transforming our Council.

**8. Links to Local Outcomes Improvement Plan:** The proposals in this report support and contribute to improved outcomes for communities as outlined in the following Local Outcomes Improvement Plan priorities:

- Cost of Living.
- Sustainable Development.
- Local Equality.
- Improving Population Health.

**9. Environmental and Climate Risk:** None.

**10. Risk:** None.

**11. Procurement:** None.

**12. Health and Safety:** The main play area has been designed with safety in mind with low impact surfaces and modern play equipment. Regular inspections, maintenance schedule, and insurance will be in place to mitigate any such risks.

**13. Property and Assets:** None.

**14. Information Technology:** None.

**15. Cost of Living:** None.

### **Background Papers**

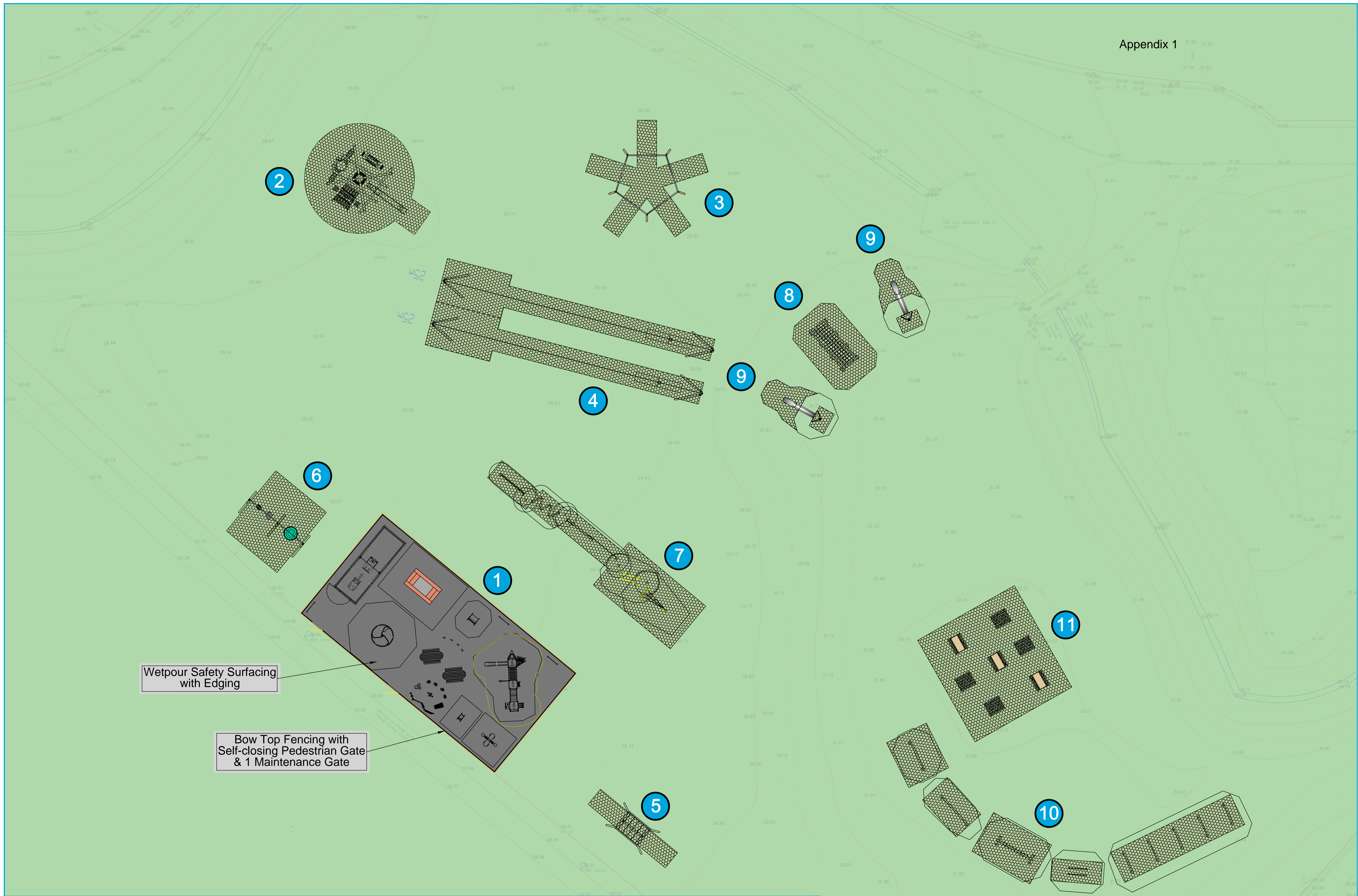
CDF Application Form

Business Case

CDF Guidance

### **Appendix**

Appendix 1: Playpark Design.



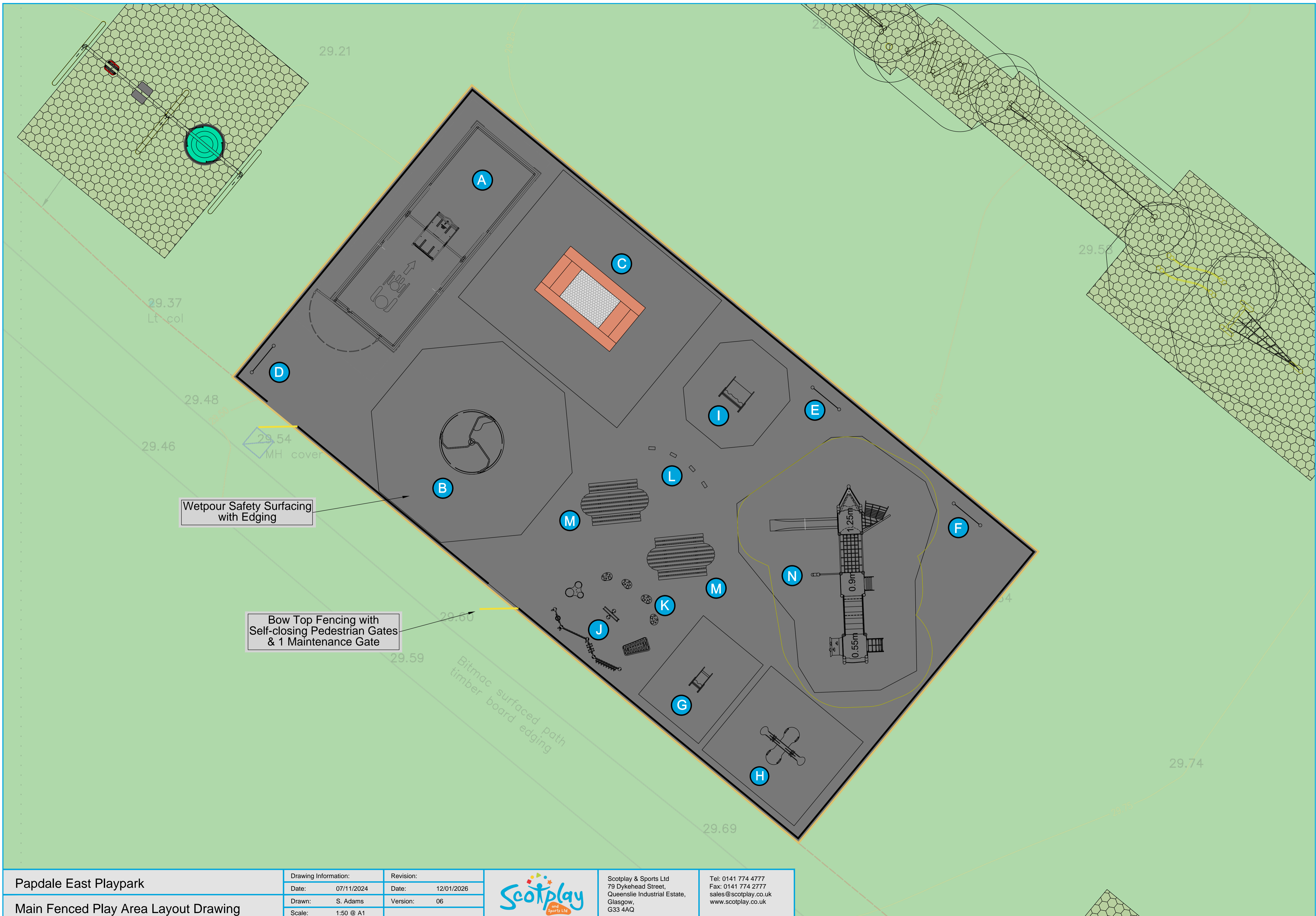
Papdale East Playpark  
Layout Drawing

Drawing Information:		Revision:	
Date:	07/11/2024	Date:	12/01/2026
Drawn:	S. Adams	Version:	06
Scale:	1:150 @ A1		



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Papdale East Playpark

Main Fenced Play Area Layout Drawing

Drawing Information:		Revision:	
Date:	07/11/2024	Date:	12/01/2026
Drawn:	S. Adams	Version:	06
Scale:	1:50 @ A1		



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# 1 Main Fenced Play Area



A: Wheelchair Swing



B: Inclusive Orbit Roundabout



C: Wheelchair Trampoline



D: Ball Maze Panel



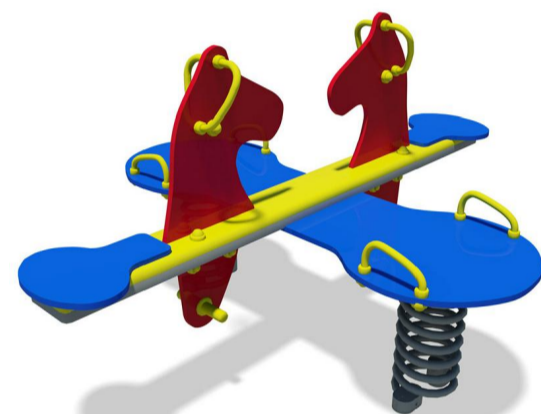
E: Pinball Panel



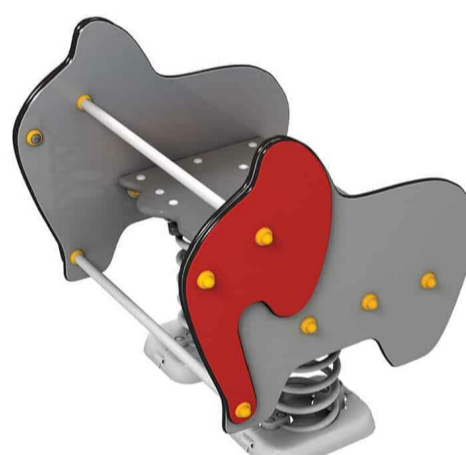
F: Communication Panel



G: Spring Whale



H: Pony Seesaw



I: Spring Jumbo



J: Symphony No. 5



L: Nursery Rhyme Totems



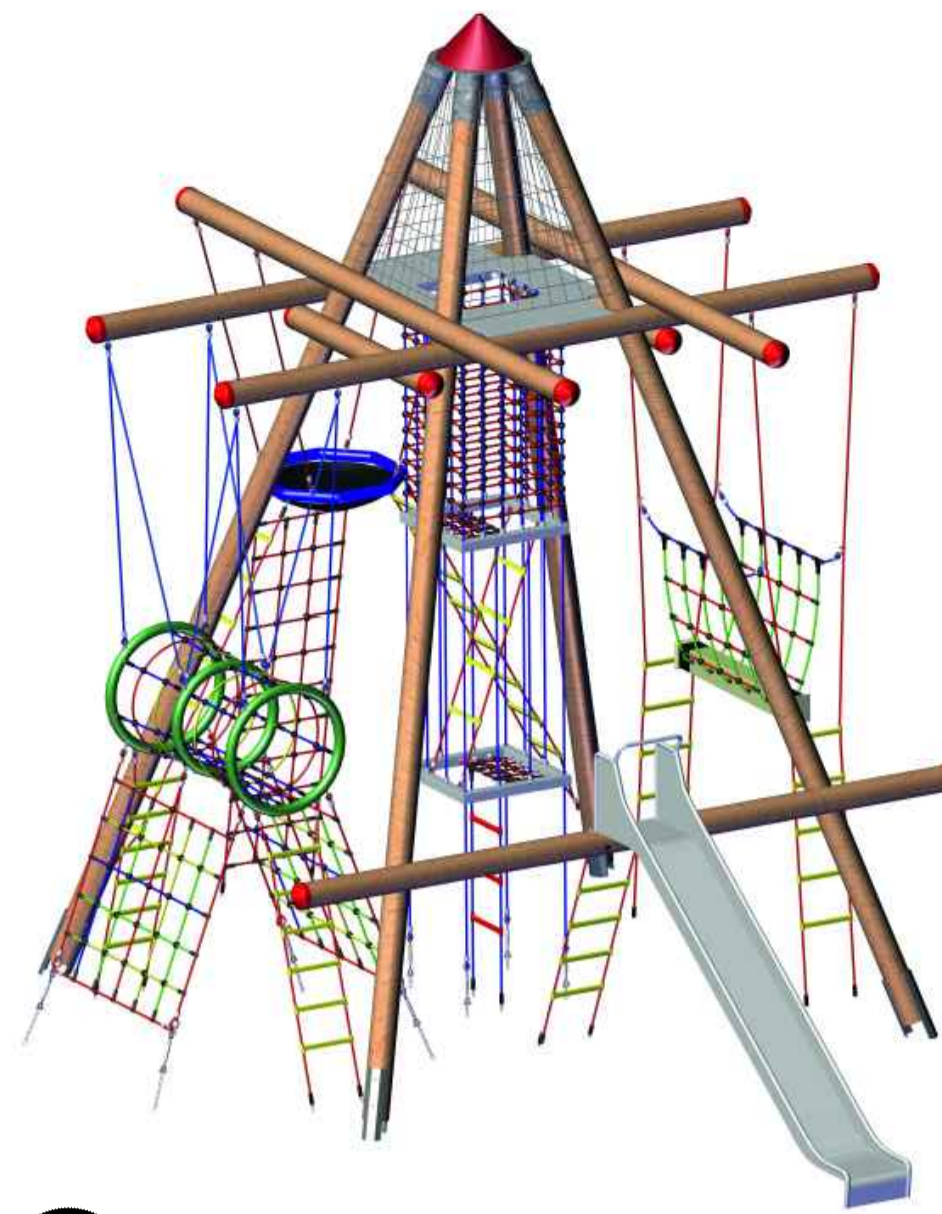
K: 4x Toadstools



M: Recycled Extended Picnic Table x2



N: Giddy Green Plus Tower



2 "Black Forest" Bird's Nest Tower



5 Timber Snake Swing



9 Embankment Slides 1.9m High

10 Fitness Trim Trail



Pole Climb



Parallel Bars



3 Timber five user hexagon swing



6 Timber Cradle/Tango/Team Swing



7 Playspace 3 Trim Trail



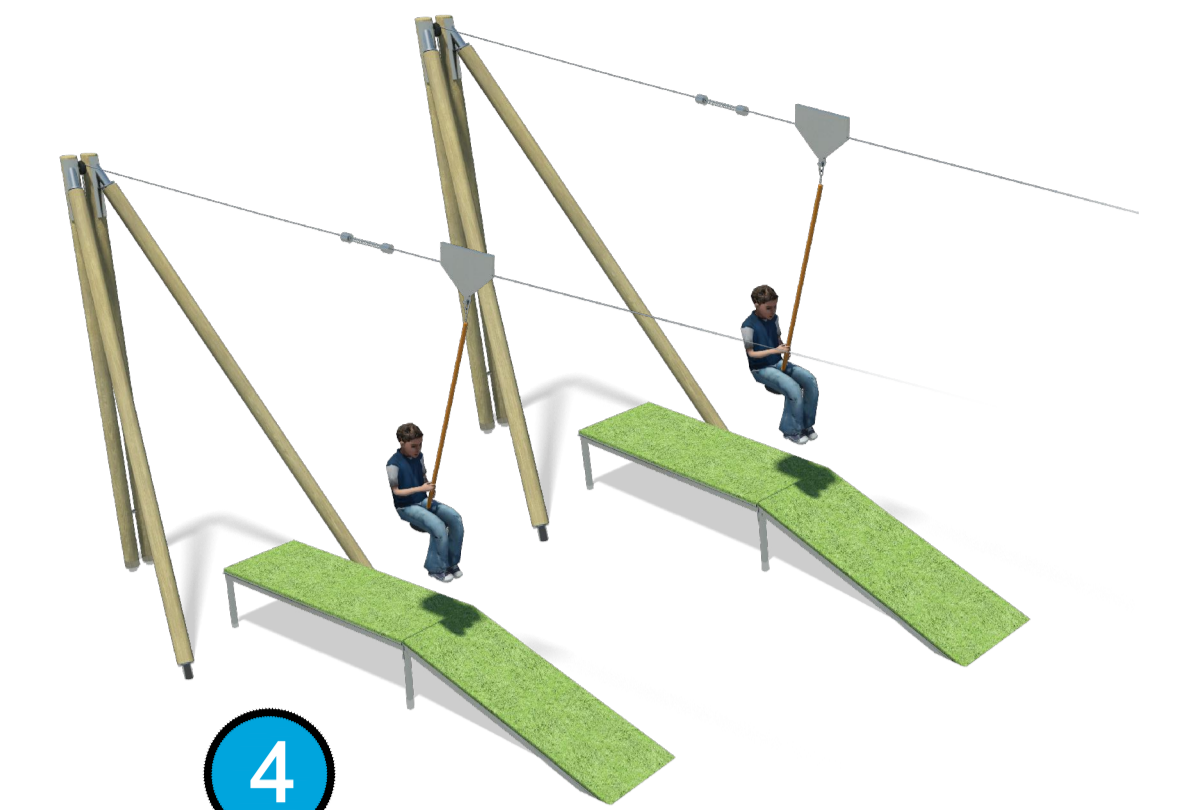
Ladder Walk



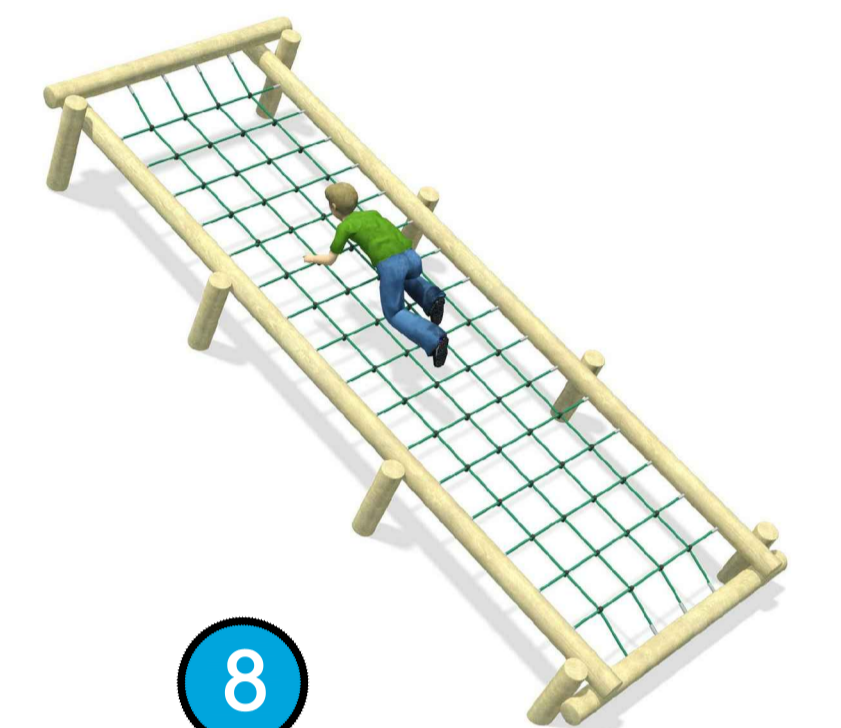
Vault



Hurdles



4 Twin Timber Aerial Runways



8 Embankment Net x2

11 Picnic Area - Phase 5



Recycled Picnic Table x4



Snakes & Ladders



Chess Board



Race Track

Drawing Information:		Revision:	
Date:	07/11/2024	Date:	12/01/2026
Drawn:	S. Adams	Version:	06
Scale:	N/A		