

	<h2 style="text-align: center;">Environment Committee</h2> <h3 style="text-align: center;">11 September 2019</h3>
<b>Title</b>	<b>Colindale Parks Improvement Programme</b>
<b>Report of</b>	Chairman of Environment Committee
<b>Wards</b>	Colindale
<b>Status</b>	Public
<b>Urgent</b>	No
<b>Key</b>	No
<b>Enclosures</b>	Appendix A – Draft Masterplan Colindale Park Appendix B – Draft Masterplan Rushgrove Park Appendix C – Community Consultation Statement
<b>Officer Contact Details</b>	Ruth Miller – Project Manager, Colindale Parks <a href="mailto:Ruth.Miller@barnet.gov.uk">Ruth.Miller@barnet.gov.uk</a> Matthew Gunyon – Partnership and Development Manager, Greenspaces <a href="mailto:matthew.gunyon@barnet.gov.uk">matthew.gunyon@barnet.gov.uk</a> Cassie Bridger – Strategic Lead, Greenspaces and Leisure <a href="mailto:Cassie.bridger@barnet.gov.uk">Cassie.bridger@barnet.gov.uk</a>

### **Summary**

The Parks and Open Spaces Strategy (POSS) approved in 2016 outlines a strategic approach to guide future investment in parks, ensuring that they are practical and are part of the well-used fabric of a local community. The strategy also acknowledges that in consideration of regeneration and development, parks in Barnet will have to fulfil a new function in supporting the development of sustainable communities and attractive neighbourhoods and in bringing businesses and employment to town centres.

The POSS in conjunction with the Colindale Area Action Plan (CAAP: 2010), recognises opportunities to deliver new investment in parks and open spaces in Colindale and Burnt Oak by 2021/22, supporting the new and increased population.

This report outlines the specific progress which has been made in the development of draft masterplan proposals for Colindale Park and Rushgrove Park, located at Appendix A and B respectively which have been developed in consultation with stakeholders and residents and makes recommendations to progress to full consultation. The design proposals consider the

growing immediate population of the area and greater demand for high quality open space that meets the requirements of local residents. The full Community Consultation Report is located in Appendix C.

Montrose Park Playing Fields and Silkstream Park are two parks that make up one of the largest greenspaces in Colindale and in Barnet. Following adoption of the masterplan for Montrose/Silkstream, construction activity delivered via Blakedown Ltd commenced in November 2018. This report provides an update with progress to date in anticipation for re-opening by April 2020.

Environment Committee are requested to note the progress to date and approve the draft masterplans for Colindale Park and Rushgrove park for full public and stakeholder consultation.

## **Officers Recommendations**

- 1. That the Environment Committee approves the Draft Masterplan for Colindale Park and agrees that the Draft Masterplan is submitted for full public and stakeholder consultation with the outcomes being reported to a future meeting of the Committee together with Outline Business Cases for their development and operation.**
- 2. That the Environment Committee approves the Draft Masterplan for Rushgrove Park and agrees that the Draft Masterplan is submitted for full public and stakeholder consultation with the outcomes being reported to a future meeting of the Committee together with Outline Business Cases for their development and operation.**
- 3. That the Environment Committee note the progress to date in relation to Montrose Playing Fields / Silkstream Park.**

### **1. WHY THIS REPORT IS NEEDED**

- 1.1 The Colindale Area Action Plan (CAAP) adopted in 2010 sets out a flexible framework for future development and change in the Colindale area, outlining regeneration opportunities to incorporate up to 10,000 new dwellings, associated transport, improved greenspace and ancillary development.
- 1.2 A key objective of the CAAP is to ensure that the growth and development of Colindale will provide an accessible and high quality neighborhood that serves the everyday needs of local people. This is especially relevant in considering access to parks and open spaces; that such locations can contribute and respond to future demands, lifestyle changes, biodiversity and environmental considerations.

- 1.3 Set As part of the CAAP and included within the Parks and Open Spaces Strategy; Montrose Playing Fields/ Silkstream Park, Colindale Park and Rushgrove Park were all identified as locations which would benefit from future investment to support local growth.
- 1.4 A programme of work in this area commenced in 2016 with the development of a masterplan for all the parks. Montrose Playing Fields / Silkstream Park, were identified as the first of the parks to be improved. The developemnet fo Montrose and silkstream parks began in 2017. Further progress is now followed by developments at Colindale Park and Rushgrove Park which make up the 'Colindale Parks Improvement Programme'. All of which are individual projects, with differing timeframes for delivery, external appointments for design and construction and separate business cases.
- 1.5 In consideration of Colindale Park and Rushgrove Park, Emergent Vernacular Architecture (EVA) were appointed in October 2019 to develop draft plans for for both sites. For each location EVA have undertaken: site analysis, needs analysis, supply and demand analysis, stakeholder engagement, design development, discussions with stakeholder and public engagement on the initial draft, leading to the production of a final draft master plan.
- 1.6 The masterplan sets out to provide an adaptable vision designed to fit into current policy to respond easily to changing requirements; land uses will be flexible enough to respond to future demands and lifestyle changes, whilst maintaining the core qualities and aspirations of the masterplan.

1.7 Colindale Park Draft Masterplan

- 1.8 The draft master plan for Colindale Park has been developed following engagement with existing users of the sites such as local residents, local ward Councillors and the Barnet Greenspaces and Leisure Team
- 1.9 During the development of the draft master plan the Council have been in correspondence with Transport for London (TfL) in relation to improvements to Colindale Tube Station which received planning permission in July 2019. It is not anticipated that this will affect the overall draft design of the masterplan.
- 1.10 The draft master plan creates vision for the site which acknowledges the space available to include a range of interests for residents. The proposal included at Appendix A, indicates the following;
  - Wayfinding and improved entrances.
  - Outdoor 'reading rooms'.
  - Fixed table tennis table.
  - Wild flowers.
  - Benches.
  - Amenity space.

- Flexible square space which can be utilised to host small scale market type events.
  - New all ages play space (500sqm)
  - Dual cycle way and footpath (4m), recognising the opportunities for connectivity.
  - Outdoor workout space
  - Communal picnic area.
- 1.11 Between 10 and 1 on the 13 July drop in consultation sessions were delivered in Colindale Park where over 60 people attended and approximately an additional 20 questionnaires and emails were received after the event. The full report, outlining information obtained can be located in Appendix C.
- 1.12 The feedback received on the proposed improvements during the drop-in sessions and through the questionnaires and emails received since, is overall very positive with all in support of the changes subject to minor changes in the design. The changes asked for were mainly in relation to location of benches to avoid antisocial behaviour. These issues will be addressed in the next design stage (Detailed Design - RIBA Stage 3).
- 1.13 Cost consultants, Appleyard and Trew, have developed elemental budget estimates for each of the facility developments and the overall site masterplan. All costs at this stage are purely indicative and are intended to provide an overview of each proposal; initial estimates indicate that the total capital cost of the project is likely to be approximately £780,000. This figure includes construction and contingency.
- 1.14 As part of the Section 106 agreement in relation to the Fairview Pulse Development, there is approximately £50,000 available to be utilised specifically for Colindale Park. There is also an anticipated contribution from Public Health towards development of an outdoor gym for £20,000. These are additional amounts to budget and will be submitted to Capital Strategy Board for budget approval.
- 1.15 Any changes to the final design mix or phasing of delivery will impact upon this figure. Further potential funding routes, including opportunities and eligibility for partnership funding from a variety of sources will be further investigated as part of the Outline Business Case (OBC) development process.
- 1.16 Due to the nature of the changes the works are unlikely to need planning permission, which will help with timescales but this is all subject to final designs and potential funding
- 1.17 It is important to note that the capital and revenue position will be explored further and should be treated as estimates only at this stage.

**1.18 Rushgrove Park Masterplan**

- 1.19 The draft masterplan for Rushgrove Park has been developed following engagement with existing users of the site such as Environment Agency, local residents, ward Councillors and the Barnet Greenspaces and Leisure Team.
- 1.20 The draft master plan recognises the importance of protecting and enhancing the Silkstream river and the Environment Agency has been engaged in the development of the draft masterplan.
- 1.21 The draft master plan located at Appendix B sets out an ambitious vision for the site. In summary the draft master plan proposes:
- Wayfinding and welcome sign.
  - Mobile kiosk for coffee / ice cream.
  - New silkstream crossing
  - Existing play space
  - New play space for older children
  - Scooter park
  - Benches
  - Flexible grass space
  - New trees
  - Primary shared footpath and cycle path
  - Improved biodiversity along the river corridor
- 1.22 Estimates provided by The Quantity Surveyor, Appleyard and Trew have been informed by an indicative delivery programme designed to provide the Council with an expected overall timeframe for design, planning consent and construction and to inform an assumed position.
- 1.23 Initial estimates indicate that the total capital cost of the project is likely to be around £1,200,000.
- 1.24 The existing budget allocation to implement both masterplan proposals is £2m. The combined estimated current value equates to £1.98m with approximately £70,000 presently secured in external investment (the £50k and £20k in paragraph 1.24). The remaining funds cover the professional fees and surveys
- 1.25 Opportunities and eligibility for partnership funding from a variety of sources will be further investigated as part of the OBC development process.
- 1.26 The OBC will include a more detailed proposal including the:
- Business case and financial model to support investment and revenue expenditure
  - Recommended procurement route to deliver the construction

- programme
- Recommendation for management and site operation.

### Montrose Playing Fields / Silkstream Park Update

- 1.27 In October 2017 Environment Committee approved the masterplan and development of Montrose and Silkstream Park. The construction programme commenced in November 2018 and is being delivered by Blakedown Landscapes Ltd in partnership with the Council.
- 1.28 The construction programme includes;
- 2 new play areas
  - Additional 300 trees
  - Riparian improvements
  - New wetlands
  - Outdoor gym
  - New cycle and pedestrian paths
  - New crossing across Montrose ave
  - Skatepark
  - Multiuse Games area
  - 2 tennis courts
  - Picnic area
  - Bins and benches
  - New café and changing facilities
- 1.29 The works involve a wide range of hard and soft landscaping elements alongside a large section of riparian works to the Silkstream water course flowing between the two park locations. The riparian works are completed as part of the 15 month duration to deliver the scheme.
- 1.30 The current planting season has seen a fraction of the overall tree planting carried out with 120 trees recently installed at Silkstream park. In the forthcoming period further progress will be made on the delivery of the two new bridges, two new play areas and construction of the sports zone.
- 1.31 The new bridge from Fairview, pulse as part of their S106 obligation has been completed and is open for use and easing crossing through to Colindale tube station. Once the park works are complete the new cycle pedestrian path completes the cycle link from Colindale through to Burnt Oak
- 1.32 The full programme, including all associated costs is budgeted at £4.9m this includes £1m to construct the café area and investment achieved from external stakeholders. To date, external funding has been secured from the following;

- Greater London Authority: £326,000
  - London Marathon Trust: £100,000
  - Environment Agency: £80,000
- 1.33 In February 2019 the Council engaged with residents in relation to a re-naming of Montrose Playing Fields and Silkstream Park. This exercise engaged with 300 residents who were asked to identify their preferred name from the following;
- Silkstream Valley park
  - Silkstream park and Montrose Playing Field (remain the same)
- 1.34 There was a 60% result in favour of keeping the existing name which will be maintained.

## **2. REASONS FOR RECOMMENDATIONS**

- 2.1 The recommendations in this report take into account the considerations in the Council's Playing Pitch Strategy (2017) and the Council's draft Indoor Sport and Recreation Study (2018), which are to:
- 2.2
- Protect sports facilities from loss as a result of redevelopment
  - Enhance existing facilities through improving their quality, accessibility and management and
  - Provide new facilities that are fit for purpose to meet demands for participation now and in the future.
- 2.3 It is recommended that Committee approves the draft masterplans for Colindale Park and Rushgrove Park, and agrees that the draft master plans are submitted for full public and stakeholder consultation with the outcomes being reported to a future meeting of the Committee together with Outline Business Cases for their development and operation, so that informed decisions can be made about these sites.

## **3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

- 3.1 The option of not implementing the draft master plans has been considered and is not recommended as it would result in failure to deliver the recommendations of the Parks and Open Spaces Strategy and the Playing Pitch Strategy and the wider corporate and community strategy outcomes outlined in this report. It would also mean that the sites continue to be subsidised by the council.

## **4. POST DECISION IMPLEMENTATION**

- 4.1 If the Environment Committee agrees the above recommendations officers will undertake full public and stakeholder consultation on the two draft master plans,

and will report the outcomes to a future meeting of Environment Committee. The public and stakeholder consultation will run for a minimum of eight weeks. A questionnaire will be hosted on [www.engage.barnet.gov.uk](http://www.engage.barnet.gov.uk) and this will be widely publicised using channels such as posters in the parks, events in the park and digital methods such Facebook posts and Twitter.

## **5. IMPLICATIONS OF DECISION**

### **5.1 Corporate Priorities and Performance**

- 5.1.1 The Corporate Plan 2015-2020 is based on the core principles of fairness, responsibility and opportunity to make sure Barnet is a place:
- of opportunity, where people can further their quality of life
  - where people are helped to help themselves, recognising that prevention is better than cure
  - where responsibility is shared, fairly
  - where services are delivered efficiently to get value for money for the tax payer.
- 5.1.2 The Corporate Plan 2015-2020 and the 2018/19 Addendum includes the following:
- Barnet's parks and green spaces will be amongst the best in London;
  - Resident feedback consistently shows that Barnet's Park and Greenspaces are amongst its biggest assets and a strong influence for people deciding to live here;
  - The Council recognises this and will continue to ensure that the Borough's Parks and Greenspaces are looked after;
  - The Council will develop more innovative ways of maintaining its Parks and Greenspaces; including through greater partnerships with community groups and focus on using parks to achieve wider public health priorities for the Borough.
  - Investing in parks and open spaces for a greener borough.
- 5.1.3 The Fit and Active Barnet (FAB) Framework 2016-2021 has as its vision to "create a more active and healthy borough" reflecting a holistic approach to increasing physical activity levels and reducing health inequalities across the borough
- Built around four outcomes (mirroring those within the Barnet Health and & Wellbeing Strategy, 2015 -2020) the Framework seeks to:
    - Improve and enhance Barnet leisure facilities, ensuring that opportunities are accessible for all residents
    - Advocate investment and innovative policies to support the delivery of high quality, accessible facilities and delivery of services
    - Facilitate partnerships and develop opportunities that demonstrate a commitment to embed an 'active habit'
    - Target those who do not traditionally engage, increasing participation amongst under-represented groups, with a particular focus on Children & Young People, Older Adults, Women and Girls, Disabled People and BAME groups

- With an estimated 376,265 residents, Barnet is the most populous borough in London, and this is projected to increase significantly by 2030 as a result of large scale regeneration (*Barnet Joint Strategic Needs Assessment 2017/18*)
- Physical inactivity in Barnet is estimated to cost £6.7million per annum (per 100,000 of the population) (*Sport England Local Sport Profile*). With a growing population these inequalities are anticipated to exacerbate, placing additional pressure on the council's health and social services
  - 55.7% of adults, 21% of 4 – 5 year olds and 34.4% of 10 – 11 year olds are recorded as overweight or obese (*Barnet Joint Strategic Needs Assessment 2017/18*)
  - Just over half (58.5%) of adults aged 16+ meet the Chief Medical Office recommendation of at least 150 minutes of moderate intensity activity per week (*Sport England Active Lives Survey 2018*)
  - Only 17.6% of 5 – 16 year olds are active every day (60+ minutes of moderate to vigorous activity per day) (*Sport England Active Lives Survey 2018*)
- The FAB Framework intends to address current and projected issues within the borough via a whole systems approach; moving beyond the stereotypical sports environments e.g. leisure centres
- Parks and open spaces are widely recognised for their health benefits and are popular locations, accounting for over 50% of physical activity in the borough (*SPA Review Consultation, 2013*)
- Barnet has a unique blend of parks and open spaces, however in order to continue to attract residents and embed use of these facilities to support active lifestyles it is recognised that further investment and innovative interventions are required. In order to achieve this, the Framework fully endorses findings of the PPS and POSS; facilitating partnership working to improve facilities and enhance access to opportunities for all Barnet residents.

## **5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)**

**5.2.1 Finance and Value for Money** – The POSS highlights the importance of strategic investment through the development. It is anticipated that by protecting and enhancing opportunities the Council has the ability to optimise the use of greenspaces at these locations, supporting greater financial sustainability.

**5.2.2** The existing agreed funding profile is as follows;

The Colindale Parks and Open Spaces budget was for £8.088m (per 5<sup>th</sup> March 2019 budget book) which includes Montrose Playing Fields / Silkstream park as well as Colindale and Rushgrove parks. This figure was made up of a combination of S106, CIL, Borrowing and Grant funding.

Of this total Montrose Silkstream budget accounts for £4.9 million (budgeted for

construction– including the Café development)

Colindale Rushgrove had a combined total budget of £2million and which will principally fund the works arising from the consultation proposed as part of this paper . – .

The balancing amount (t the total above), is £1.188m which relates to a mixture of professional fees, surveys, skatepark and contingency.

- 5.2.3 In considering the masterplan proposals for the Colindale Parks Improvement Programme the Council will need to ensure a strong and sustainable revenue position and the delivery of high-quality facilities. This will be explored in detail as part of an outline business case for each site, which will determine the associated capital cost estimates, detailed revenue position and an appraisal of management options to achieve best and optimum value.
- 5.2.4 The funding for the masterplan proposals will be through a blended approach, with funding being provided by a variety of different partners and bodies. The OBCs will include more detailed proposals including the business case and financial model to support investment and revenue expenditure for each site. Following the development of the business cases a further report will be made to this committee and funding bids will be made to Capital Board for consideration and Policy and Resources Committee for consideration and if appropriate their approval.
- 5.2.5 Value for money will be achieved by use of competitive tendering for the appointment of organisations to undertake improvements at the sites, in accordance with the Council's Contract Procedure Rules.
- 5.2.6 Procurement – Any procurement will be undertaken in accordance with the Council's Contract Procedure Rules. At this time there are no implications.
- 5.2.7 Staffing – At this time there are no implications.
- 5.2.8 IT – At this time there are no implications.
- 5.2.9 Property – At this time there are no implications.
- 5.2.10 Sustainability – The Parks and Open Spaces Strategy seeks to protect, improve and enhance the natural environment of Barnet.

### 5.3 Social Value

- 5.3.1 The Public Services (Social Value) Act 2012 requires people who commission public services to think about how they can also secure wider social, economic and environmental benefits. This will be done.

### 5.4 Legal and Constitutional References

- 5.4.1 Local authorities have several different statutory powers in relation to parks and open spaces, including the Public Health Act 1875 (as amended by the Local Government Act 1972) which gave local authorities discretionary power to purchase and maintain public walks or pleasure grounds and the Local Government (Miscellaneous Provisions) Act 1976, which gives wide powers to provide recreational facilities. The Open Spaces Act 1906 provides that local authorities may acquire and hold and administer open space in trust to allow the enjoyment of it by the public and shall maintain and keep the open space in a good and decent state.
- 5.4.2 Article 7 of the Council's Constitution- the Council has delegated responsibility for parks to the Environment Committee, therefore it is appropriate for the Environment Committee to consider master plans for Barnet and King George V Playing Fields, and West Hendon Playing Fields. The Council's Constitution sets out the terms of reference of the Environment Committee. This includes:
- Responsibility for all borough-wide or cross-constituency matters relating to the street scene including, parking, road safety, lighting, street cleansing, transport, waste, waterways, refuse, recycling, allotments, parks, trees, crematoria and mortuary, trading standards and environmental health.
  - To receive reports on relevant performance information and risk on the services under the remit of the Committee.
- 5.4.3 Significant proportions of the sites are designated as either Green Belt or Metropolitan Open Land. The future development of the proposals included in the draft master plans will need to fully comply with the requirements arising from those designations.
- 5.4.4 Any disposal by way of letting or other of the playing field will need to be advertised and any representations given proper consideration before the Council can determine whether it is appropriate to proceed with any letting. Any development will also need to be subject to planning.

## 5.5 Risk Management

- 5.5.1 All risks are managed using the risk management procedure, as set out in the Corporate Risk Management Framework. High level risks are reported as part of the Council's quarterly performance regime.

## 5.6 Equalities and Diversity

- 5.6.1 The 2010 Equality Act outlines the provisions of the Public Sector Equalities Duty which requires Public Bodies to have due regard to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010
  - advance equality of opportunity between people from different groups
  - foster good relations between people from different groups.
- 5.6.2 The broad purpose of this duty is to integrate considerations of equality into day to day business and keep them under review in decision making, the design of

policies and the delivery of services. The protected characteristics are:

- Age
- Disability
- Gender reassignment
- Pregnancy and maternity
- Race
- Religion or belief
- Sex
- Sexual orientation.

- 5.6.3 The Corporate Plan 2015 – 2020 sets the Strategic Equalities Objective, which is: that citizens will be treated equally, with understanding and respect, and will have equal access to quality services which provide value to the tax payer. Changes to policies and services are analysed in order to assess the potential equalities impacts and risks and identify any mitigating action possible, through an equalities impact assessment, before final decisions are made. Consideration will also be made to the equalities and data cohesion summary.
- 5.6.4 If the Environment Committee agree that the consultation can be undertaken on the draft master plans an outline equalities impact assessment will be undertaken to inform promotion of the consultation. A full equalities impact assessment will be undertaken and will be brought back to a future meeting of the Environment Committee along with the results of the public consultation.

## **5.7 Corporate Parenting**

- 5.7.1 Not applicable.

## **5.8 Consultation and Engagement**

- 5.8.1 Engagement with site users, key stakeholders and the public has been undertaken as part of the development of the two draft master plans.
- 5.8.2 If agreed by Environment Committee a full public consultation and stakeholder consultation for each of the two draft master plans will be undertaken. It is anticipated that these consultations will be for a minimum of eight weeks.

## **5.9 Insight**

- 5.9.1 No insight information has been used to produce this report.

## **6. BACKGROUND PAPERS**

- 6.1 [Environment Committee 28 November 2018 Papers](#) – including Item 11 Implementation of the Council's Parks and Open Strategy
- 6.2 [Environment Committee 12 May 2016 Papers](#) – including Item 8 Parks and Open Spaces Strategy and the agreement to adopt the strategy and its action plan.