



## Environment Committee

11 September 2019

**Title**

**Copthall Sports Hub & Mill Hill Open Spaces Masterplan**

**Report of**

Chairman of Environment Committee

**Wards**

Mill Hill

**Status**

Public

**Urgent**

No

**Key**

No

**Enclosures**

**Appendix A:** Copthall Sports Hub & Mill Hill Open Spaces Phase 2 and 3 Report (2018)

**Appendix B:** Copthall Sports Hub & Mill Open Spaces Consultation Response Report (2018)

**Appendix C:** Copthall Sports Hub Masterplan (final design)

**Appendix D:** Copthall Sports Hub Masterplan Consultation Response Report (2019)

**Appendix E:** Equalities Impact Assessment (Copthall Sports Hub)

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## Summary

In March 2018, Environment Committee endorsed a draft masterplan for the Copthall Sports Hub and adjoining Mill Hill Open Spaces as the first stage definition for a long-term vision for the site, and as such approved the draft masterplan for public consultation with the outcome to be reported to a future meeting.

This report outlines the approach which has been taken to develop a site wide final masterplan for

Copthall and Mill Hill Open Spaces and next stage requirements to develop and implement the respective proposals.

From the 21 May 2018 to the 2 July 2018 the Council conducted consultation on the initial draft, a total of 40 responses were received which broadly demonstrated the support for the full masterplan proposal. However, key responses affecting the design specifically in relation to the Copthall Sports Hub masterplan were received, which included;

- Saracens RFC: confirmed changes to the domestic rugby calendar, signalling the requirement of an extended rugby season, affecting the ability to host athletics at Allianz Park.
- English Cricket Board and Middlesex County Cricket Club: proposal to enhance cricket offer to include a community cricket facility.
- Suspension of the Rugby Football Union (RFU) AGP development programme.
- Consideration of Barnet Playing Pitch Strategy (2017) requirements to meet demand.
- Consideration of planning conditions as part of the Barnet Copthall leisure centre development.

Additional feedback comments at this stage also included reference to;

- Identification of individual leaseholder and sports club(s) ambitions.
- Maintaining sense of site character within the Green Belt.
- Supporting nature and biodiversity.
- Access, connectivity and transport considerations.

As a result of the first stage consultation feedback, the Council commissioned a further strategic review in October 2018 of the Copthall Sports Hub Masterplan specifically which was undertaken by FMG Consulting in partnership with Saunders Boston Architects. The brief, to consider the findings of the draft masterplan (completed in March 2018 by John Sheaf Associates) and to assess the feasibility of retaining the Council's vision to deliver a masterplan (for Copthall) which meets a series of defined objectives. Any amendments to the original design were to also factor updated capital cost estimates in addition to a review of appraising management options for the site.

Subsequent to a period of extensive engagement with National Governing Bodies (NGBs) and key stakeholders to understand requirements and operational considerations, a final updated draft design has been devised for the Copthall Sports Hub Masterplan (at Appendix C). The final design for Copthall specifically includes an additional athletics track, located outside of Allianz Stadium, a proposal and investment led by Saracens RFC (Appendix C: key 5). Further detail in relation to the context of the proposal is described in Section 1.14 of this report.

In addition, a community cricket centre is included within the updated final design, this is based on a proposal and investment led by the English and Wales Cricket Board (ECB) and Middlesex County Cricket (MCC) (Appendix C: key 7). Further detail in relation to the context of this proposal is described in Section 1.24 of this report.

Further design amendments include the reconfiguration of the Council's Sports Hub area which have considered the first stage consultation results, stakeholder feedback, Green Belt status, site operation and future sustainability. There are no proposed design amendments to the adjoining Mill Hill Open Spaces proposals and the report findings and information contained within the report produced by John Sheaff Associates (March 2018) will require further investigation as part of the delivery programme for each location.

With specific regard to the Copthall Sports Hub Masterplan, a second period of consultation on a revision to the design was undertaken from 5th April to 17th May 2019, in which 456 responses

were received. Key headlines following this stage of consultation were;

- Majority of respondents indicated that they visit the site to participate in sports and keep fit.
- 83% - the predominant mode of travel to the Copthall site is via car.
- 68.44% would visit any of the individual sites included within the masterplan if the development were to be implemented.
- 63% respondents to the consultation are female.
- 59.17% strongly agree / tend to agree with the proposed redevelopment of the Copthall Sports Hub Masterplan.
- 55.45% strongly agree / tend to agree with the key outcomes defined as part of the Copthall Sports Hub Masterplan.
- The primary responses to this stage of the masterplan are those aged 45-57 years

Several responses were received in relation to diving and deep-water pool provision at Barnet Copthall Leisure Centre. Further detail and individual comments to specific survey questions are contained in Appendix D. It is worth referencing that in September 2015, Policy and Resources Committee agreed the facilities mix in relation to the redevelopment of Barnet Copthall Leisure Centre, subsequently in September and December 2016 a Diving Feasibility Study was undertaken to which Full Council carried the motion to provide land to build a deep-water facility for the north London region and capital funding of up to £500,000.

Given its local and regional importance, the Copthall Sports Hub has emerged as the priority site for development and the design revision maintains the long-term vision for the site; which seeks to provide traditional and non-traditional opportunities delivering a range of benefits for residents. Importantly and recognised within this report, there are proposals which have been received by the Council linked to the development of the site. Delivering a future scheme is complex and will require strategic governance and oversight by the Council.

Both Saracens RFC along with the two Athletics Clubs operating from the stadium have indicated the urgency of delivering a new athletics track by 2021. This is based on the timescales associated with the pending changes to the domestic rugby season and the Premiership Final being played in the last week of June in 2021. Saracens RFC have expressed this creates conflict in accommodating the summer athletics season (operating from June-September) at Allianz Park from 2021. Engagement with the ECB/ MCCC also outlines ambitions to deliver a Community Cricket Facility by 2021, this based on securing the required level of investment and time required to instate new facilities.

Although the precise make up of facilities (within the Copthall Sports Hub) has not been finalised at this stage, it is anticipated that the best approach to future delivery and secure planning consent will be to take a whole-site integrated approach via the masterplan. The plan itself, clearly setting out special circumstances and how development(s) will deliver community benefit all to be coordinated through an Outline Planning Application. This route will ensure that delivering a full scheme remains achievable for the Council and any third-party proposal. The approach will de-risk the timescales associated with individual submissions which all have separate business cases and funding arrangements and can be brought forward through Reserved Matters. Working in partnership with stakeholders the Council will review where efficiencies can be sought (eg consultation with Statutory Bodies, site investigations and surveys) conducting a co-ordinated approach to implementation.

As such, the adopted design for the Copthall Sports Hub Masterplan is subjected to further and future architectural, structural and building services design which will take into account additional feasibility work and site investigations. In facilitating future stage developments, Environment Committee are requested to approve the final design for the Copthall and Mill Hill Open Spaces Masterplan and endorse a continued programme of activity, noting the progress made in;

- Business Case Development; exploring the relationship with all Council Sports Hub Masterplans.
- Financial modelling appraisal, including a review of funding opportunities.
- Design development of the Copthall Sports Hub Masterplan specifically
- Co-ordination of an Outline Planning Application for the Copthall Sports Hub Masterplan specially.
- Property and Land considerations.
- Consultation and Engagement.

It is anticipated that subject to Committee approval, Officers will create a specific strategic programme focused on delivering a series of outputs with a future report presented back to Environment Committee for consideration of full implementation.

## **Officers Recommendations**

- 1. Environment Committee note the responses to the first phase public consultation responses undertaken from May – July 2018 (Appendix A).**
- 2. Environment Committee note the responses to the second phase public consultation responses and feedback undertaken from April – May 2019 (Appendix D)**
- 3. Environment Committee approve the final masterplan for Copthall Sports Hub Masterplan (located at Appendix C) as the long-term vision for the site.**
- 4. Environment Committee approve the final Copthall and Mill Hill Open Spaces Masterplan (noting recommendation 3) at Appendix A and C respectively as the long-term vision for the sites.**
- 5. Environment Committee delegates authority to the Executive Director for Environment to develop and implement Business Cases for the delivery of the Copthall Sports Hub and Mill Hill Open Spaces masterplan the details of which to be reported to a future Committee meeting.**
- 6. Environment Committee note the timescales associated with delivering new facilities (referred to from section 1.60) and delegates authority to the Executive Director for Environment to develop and submit an Outline Planning Application for the Copthall Sports Hub Masterplan.**
- 7. Environment Committee endorses the making of an application for CIL and/or Section 106 funding to fund necessary infrastructure works to enable the development of the Copthall Sports Hub (as described in section 6).**
- 8. Environment Committee note that the associated project costs described in Section 6 will be met from the approved greenspaces development capital programme.**

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

1.1 The Barnet Parks and Open Spaces Strategy (POSS) and Playing Pitch Strategy (PPS) both set out a vision for the future, in which greenspaces have the ability to deliver social, economic and environmental benefits, supporting communities and attractive neighbourhoods. Both documents respectively adopted by Environment Committee recommend the development of a major sports hub at Copthall Playing Fields. This also resonates with the Copthall Planning Brief approved by

Policy and Resources Committee (2016) which facilitates the development of the site as a sports and recreation destination.

- 1.2 The draft masterplan proposals developed with the support of John Sheaff Associates considers the future development, funding and management of Copthall and ancillary open spaces within Mill Hill. The full study area is complex with multiple landscape characteristics, points of access, connectivity and types of uses, and the emerging final masterplan has responded in detail to each of the characteristics so that long term proposals for each site compliment the project objectives.
- 1.3 The final masterplan proposals for each site sets out an ambitious and exciting long-term vision for the future of the Copthall site, together with the linked and adjoining sites: Mill Hill Park, Sunny Hill Park, Arrandene Open Spaces and Bittacy Park. It proposes new pedestrian and cycle routes to make the sites more accessible to regeneration and population growth areas, whilst maintaining and enhancing their nature conservation and biodiversity contributions and increasing opportunities for wider recreation; developing Copthall as a major Sports Hub.
- 1.4 Each site masterplan proposal has incorporated four main outcomes to translate this into vision concepts for Copthall and Mill Hill Open Spaces which will aim to deliver the following;
  - A regional sports hub – increased and improved all year-round sporting offers with new artificial turf pitches, improved grass pitches and inclusive sports offers.
  - Wider leisure & cultural activities – a new comprehensive range of activities with retail and café/restaurants. New activities include: inclusive sports zone, events space, play and improved fitness facilities.
  - Support nature conservation & biodiversity – to strengthen biodiversity in Copthall.
  - Better connected parks – create a new central link to connect pedestrians and cyclists from Middlesex University to Mill Hill Park via Sunny Hill Park, Copthall and Arrandene, together with improved links between the parks and Grahame Park and Colindale.
- 1.5 Copthall Playing Fields, central to the Borough offers a significant opportunity to create a landmark sporting destination for Barnet and the London region. It is acknowledged that the site benefits from a diverse range of users with their own needs and aspirations for the future of the site and a key principle has been to identify a mix and spatial plan for facilities which integrates opportunities and the ability to deliver a sustainable operation.
- 1.6 Consultant support has been commissioned through John Sheaf Associates, FMG Consulting and Saunders Boston Architects. The outcome of this process and development of a final masterplan for Copthall and the adjoining Mill Hill Open Spaces is expanded within this report.

### **First Stage Consultation: Draft Masterplan**

- 1.7 At the March 2018 meeting, Environment Committee agreed the draft masterplan was subject to public consultation which was undertaken from 21 May 2018 to 2 July 2018. This stage of consultation sought views on the Copthall Sports Hub & Mill Hill Open Spaces Master Plan and the proposals included in this plan were:
  - Copthall Playing Fields
  - Mill Hill Park
  - Sunny Hill Park
  - Arrandene Open Space
  - Bittacy Hill Park

- 1.8 The consultation questionnaire was published on Engage Barnet together with the consultation document, which provided detailed background information on the five parks and open spaces included within the Copthall Playing Fields and Mill Hill Open Spaces Master Plan, the proposed enhancements and development of each of these parks and open spaces, as well as reasons for consultation.
- 1.9 Links were also provided to the full and summary versions of the Copthall Playing Fields and Mill Hill Open Spaces Master Plan, which can be found on Barnet Open Data Portal. Respondents' views were gathered via an online survey. Paper copies and an easy read version of the consultation were also available on request.
- 1.10 The number of respondents to the first stage consultation totalled 40 responses and was developed following significant consultation with users and stakeholders of the sites. The report on the outcome of the consultation which is broken down in individual site responses, together with feedback from individual responders is in full within Appendix B. This includes responses from;
- Middlesex University
  - Saracens RFC
  - Middlesex Country Cricket Club/England & Wales Cricket Board
  - Mill Hill Preservation Society
  - Shaftesbury Barnet Harriers and Barnet & District Athletic Club
  - CSJ Planning Consultants (on behalf of Hasmorean School)
  - Mill Hill Neighbourhood Forum
  - Friends of Mill Hill Park
  - Mill Hill RFC
  - Barnet Residents (x2)
- 1.11 In response to the consultation, a number of respondents /organisations confirmed their previous input to the master planning process rather than returning additional responses. This level of response may also be attributable to Copthall being regarded a purely a sports site; with little presently in its offer to attract non-sports users. This has been considered in the final draft plan developed.
- 1.12 The response to first stage of consultation validated the adoption of the draft masterplan as the vision for the Copthall Sports Hub and Mill Hill Open Spaces with 80.77% of the responses supportive of the overall proposals to provide enhanced opportunities for sport but also wider leisure/recreational and nature conservation opportunities.
- 1.13 The consultation responses and ongoing dialogue with key stakeholders identified a number of issues that required further consideration in relation to the design of the Copthall Sports Hub masterplan specifically. These were;

### ***Allianz Park: Rugby and Athletics***

- 1.14 Allianz Park Stadium within Copthall is the home of Saracens RFC, who under the terms of the Section 106 Agreement and lease of the Stadium from the Council, make athletics facilities available. As such, the facilities are used by Athletics Clubs; Shaftesbury Barnet Harriers (SBH) Athletics Club and the Barnet and District Athletics Club (BDAC) who have operated out of the Stadium since c1960s.
- 1.15 The arrangement enables Athletics competitions and training to take place during the summer months when the stadium is not required for rugby matches. However, World Rugby (the

International Governing Body for Rugby Football Union) have agreed plans to bring the Northern and Southern Hemisphere International fixture calendars into better alignment over three seasons; 2018/2019, 2019/2020 and 2020/2021. Thus extending the English Premier Rugby season into late June/early July by 2020/2021; reducing the ability of the stadium to support Athletics at the current level.

1.16 The draft Cophall Sports Hub masterplan (2018) was developed prior to the World Rugby decision on the International calendar and on the basis, that the current arrangements for Athletics in Allianz Park would continue into the future. Consequently, the draft masterplan report includes few references to the future of Athletics within Cophall. The original assumption that Athletics can continue to be delivered within Allianz Park has now clearly been overtaken by the World Rugby fixture calendar decision.

1.17 As part of the first stage consultation response both SBH and BDAC raised areas of concern over the treatment of Athletics within the draft masterplan report: the lack of recognition within the draft, the scale and contribution of Athletics in both Cophall and the wider Borough and the need to develop a strategy to allow the continuation of Athletics at its current level following implementation of the new World Rugby fixture calendar.

1.18 In response to the first point the final masterplan report will be updated to include a commentary on Athletics within Cophall and the wider Borough which highlights;

- SBH is one of the premier athletic clubs in the Country for track & field, cross country and road. The Club boasts 37 Olympians since 1972 as well as many more Commonwealth Games and World Championship athletes out of a current membership of around 500;
- SBH has approximately 150 young athletes regularly training at Allianz Park often two or three times each week. SBH also has its own clubhouse with a 30-year lease at the southern end of Allianz Park in which permits both Middlesex University and Saracens to use free of charge on a regular basis.
- BDAC also has a long history of training and competing at Allianz Park, and in providing an alternative offer to SBH. The stadium is also the home of athletics for most if not all the schools in Barnet and is the only venue suitable for inter-school competitions in the Borough;
- The Stadium provides an important local, regional and national facility for athletic competitions. With the exception of the London Stadium, Allianz Park is the premier venue for athletics in London. Working in partnership with Saracens, a high-quality facility has been created which supports and nurtures club and school athletics, as well as regional competitions;
- The Athletics Clubs estimated total annual users of Allianz Park for Athletics at 50,000: comprising 15,000 to 20,000 regular training, 8,000 home club promotions and up to 25,000 schools events;
- The “regular” athletic competition season runs for six months from the beginning of April to the end of September. When the new East stand was constructed in 2012 the Athletics Clubs agreed to the loss of April and September for competitions as per the S106 agreement which stated that the track would be operational by the beginning of May. This has not been achieved and effectively the season for athletics at Allianz Park starts in June and ends in August, thus cutting three months out of the six-month season. This poses problems for schools as their season ends in July when the school term ends. The Athletics Clubs are concerned that any further encroachment on the athletics season will effectively end the viability of athletic competitions at Allianz Park.

1.19 In light of the above and the consultation responses received by SBH and BDAC, it is acknowledged that athletics constitutes a significant component of the wider sports offer at

Copthall which the Council fully recognises and will work with the Athletics Clubs and other strategic partners to maintain.

- 1.20 Regarding the effect of the change to the World Rugby fixture calendar, Council Officers have been working with representatives of the Athletics Club and Saracens RFC, with whom the obligation to provide facilities for Athletics initially rests, to identify a strategy to allow the continuation of Athletics in Copthall to the current level. Further detail is outlined in section 1.31 of this report.

### ***Artificial Grass Pitches (AGP) for Association Football and Rugby Union***

- 1.21 The inclusion in the initial draft masterplan of the Artificial Grass Pitch (AGP) for Rugby Union was a response to the Rugby Football Union's (RFU) invitation to the Council to participate in the part-funded Rugby Share Pitch initiative.
- 1.22 Subsequent to the development of the draft masterplan, the RFU suspended its AGP development programmes to undertake a strategic review of the initiatives which will not be completed until 2019/20. The location and concept of AGPs also necessitated further discussions with the Football Foundation (FF) and the Middlesex Football Association (MFA) regarding the numbers and locations of AGP's for Football to be provided; it being the case that the creation of AGP's for football at Copthall is a strategic priority for Football and the FF has identified an allocation in its funding streams for their delivery.
- 1.23 Given the uncertainty over the RFU Rugby Share Pitch Programme and to allow early development of the AGP's for Football within Copthall it was proposed that the Rugby AGP is deleted from the masterplan at this stage. This will provide the opportunity for further discussions between the Council, the RFU and the two Rugby Clubs at Copthall regarding the future location of an AGP for Rugby within the site.

### ***Cricket***

- 1.24 The original draft masterplan included the improvement of facilities for cricket at Copthall, together with the relocation of one cricket pitch to the adjacent Sunny Hill Park, as agreed by the England and Wales Cricket Board (ECB) at community cricket level. This also concurred with the recommendations within the Council's Playing Pitch Strategy (2017).
- 1.25 Subsequent to the completion of the draft masterplan, an enhanced and updated proposal for Cricket has been jointly developed by the Middlesex County Cricket Club (MCCC) and the ECB. The revised proposal is included in the consultation but, in summary, would deliver a community cricket facility at Copthall which would include: -
- A cricket oval with turf and hybrid pitches for weekly use by community clubs and also Middlesex Men's, Women's and Disability Teams;
  - A six lane outdoor nets complex;
  - A 'green' pavilion with changing rooms, gym, medical facility and offices;
  - An unobtrusive six lane indoor practice centre, set into the slope;
  - Space on grassed banks for up to 4,000 spectators.
- 1.26 It is proposed that a facility would potentially be used as the home ground for a local community cricket club as well as a training base for Middlesex Men, Middlesex Women, Middlesex Disability, the new Hundred Team based at Lords, England Women and England Disability. The first stage response provided by ECB/MCCC can be located in Appendix B.
- 1.27 Additional comments on the draft masterplan also included;

- consideration of planning conditions as part of the leisure centre application.
- identification of leaseholders and sports club(s) ambitions to develop facilities.
- playing pitch strategy requirements.
- maintaining sense of site character within the Green Belt.
- supporting nature and biodiversity.
- access, connectivity and transport considerations.

### **First Stage Consultation Conclusions**

- 1.28 It is acknowledged that delivery of the draft masterplan will result in increased use of the sites, both for sports and non-sports activities. As such, the consultants' proposals recognise the need to develop cycle ways and footpaths into and through the sites, in addition to improving public transport links, improved access for motor vehicles and increased parking within Copthall. Further points of reference include improving the access to Copthall from the Middlesex University Hendon campus through Sunny Hill Park and proposals for improvements to facilities at Mill Hill Park.
- 1.29 The final proposal also recognises and seeks to enhance the contributions to nature conservation and biodiversity made by the site(s). However, individually and collectively the sites have potential to provide additional facilities and opportunities, including play, informal recreation, mountain biking and events, as well as enhancing and improving facilities for team sports; including the provision of artificial grass pitches.
- 1.30 The Copthall Sports Hub component of the draft masterplan required further assessment in light of the first stage consultation responses to address emerging issues and opportunities. In consideration, the Council commissioned a design review in relation to Copthall specifically to assess the feasibility of; retaining the vision to deliver a masterplan which supports the original draft outcomes whilst;
- Taking into account the Barnet Playing Pitch Strategy (2017) and any subsequent revisions updates to Policy.
  - Acknowledging existing/approved planning applications and site wide developments.
  - Locating an additional athletics facility outside of Allianz Park, recognising the history and association of athletics at Copthall.
  - Locating of a new community cricket facility within the Copthall site, as proposed by the ECB and MCCC.
  - Considering of Copthall Planning Brief (2016)

### **Copthall Sports Hub Masterplan – Updated Design**

- 1.31 FMG Consulting in partnership with Saunders Boston Architects were commissioned in October 2018 to support a review of the Copthall Sports Hub Masterplan design only; completing a design option review and management options appraisal. As such, further engagement was co-ordinated with the following organisations to revisit detail and understand any additional information;
- Saracens Rugby Club
  - Shaftsbury Barnet Harriers Athletics Club
  - Barnet and District Athletics Club
  - England Athletics
  - The Football Foundation
  - Middlesex FA
  - English Cricket Board (ECB)
  - Middlesex County Cricket Club
  - Rugby Football Union

- Middlesex University
- Greenwich Leisure Limited (Better)
- Metrogolf
- Hendon Rugby Club
- Mill Hill Rugby Club
- Hasmorean School

1.32 Following a period of extensive engagement with National Governing Bodies of Sport and key stakeholders from November 2018 – March 2019, a revision to the Copthall masterplan was created. The design principally maintains the long-term vision for the site which seeks to provide traditional and non-traditional opportunities, with the ability to deliver a range of benefits for residents.

1.33 The final design of the Copthall Sports Hub masterplan complete with keys can be found in Appendix C. It is worth referencing that the Copthall Sports Hub Masterplan design (Appendix A at Pages 62 and 63) have been drawn to a developed design stage. The updated proposal at Appendix C has been devised to take into account first stage consultation feedback and is presented as a concept /spatial planning design.

1.34 The final masterplan design for the Copthall Sports Hub will be subject to further and future architectural, structural and building services design which will take into account additional feasibility work and site investigations (eg up to RIBA stage 4). Subject to Committee approval, there will be a direct requirement to liaise with key stakeholders to ensure that external proposals meet strategic objectives. It is anticipated that a strategic delivery group involving key partners will be initiated to guide design development and planning.

1.35 The main differences between the original design and revised final masterplan are highlighted within Table 1 below.

**TABLE 1: COPTHALL SPORTS HUB MASTERPLAN**

Design Item	Original Draft Masterplan Design	Revised Draft Masterplan Design (final)	Comment
Main Activity Hub	✓	✓	Relocated in updated proposal. Play & Recreation Zone - item 4a in Appendix C to include range of features.
Barnet Copthall Leisure Centre	✓	✓	No change - due to open 2019
Allianz Park (inc Athletics Track)	✓	✓	No change
Metro Golf Centre	✓	✓	No change
Greenspaces Depot	✓	✓	No change
Wetlands (0.4ha)	✓	✓	No proposed change at this stage
Feature Bridge	✓	✓	No proposed change at this stage
Meadow / BMX Track	✓	✗	Removed to meet Playing Pitch Strategy requirements.
Slip Road Access	✓	✓	No proposed change at this stage.
Improved Main Entrance	✓	✓	No change.
Woodlands Play Trail	✓	✓	No change.

3G Playing Pitches	✓	✓	Re-located in updated proposal; removal of x1 Rugby AGP
Grass Playing Pitches	✓	✓	Updated with increase number and reconfigured to meet PPS requirements.
Copthall South Fields Loop	✓	✓	No proposed change at this stage
BMX Track	✓	✗	Removed at updated design stage.
Tennis Courts above single storey car park	✓	✗	Removed due to existing planning condition associated with Leisure Centre development. Long term strategy required for possible future inclusion.
Multi Storey Car Park	✓	✗	Multi-storey removed in updated design and relocated additional parking to southern end of site.
New Link via Ashley Lane to Hendon Golf	✓	✓	No proposed change at this stage.
Athletics Track (outside of Allianz Park)	✗	✓	New – accommodation within updated design.
Mill Hill Rugby Club (clubhouse)	✓	✓	No change
Hendon Rugby Club (clubhouse)	✓	✓	No change
Community Cricket Centre	✗	✓	New – inclusion within design as enhancement to Cricket at site.
High Ropes	✗	✓	New – addition based on feedback and operational model.

## Commentary on Updated Copthall Design

### *Sport Specific Design Considerations*

- 1.36 The primary variance between the design options relates specifically to the inclusion of a new athletics track outside of Allianz Park. Consultation with Saracens RFC, England Athletics, SBH and BDAC in relation to the specification for a new athletics facility within Copthall has been explored with stakeholders and will be confirmed as part of the technical design to be delivered by Saracens RFC.
- 1.37 As such, the final Copthall Sports Hub masterplan illustrates an athletics track with an approx. north to south orientation. A new 1000 seat stand (identified as (5a) on the final masterplan) has been shown to the west of the track (on the start finish line) also adjacent to the new hub to provide commonality and opportunity to co-locate facilities. In the centre of the athletics track there is scope for additional sports activities whether winter sports such as football or athletics sundry activities in the summer, meeting the objectives of the Council's Playing Pitch Strategy.
- 1.38 The development of a new athletics track outside of Allianz Park will enable Saracens RFC to fulfil the requirement of the new World Rugby season. As described at point 1.14, under the terms of the S106 Agreement and Stadium lease, Saracens RFC have an obligation to provide athletics facilities. This a proposal to be designed and invested by Saracens RFC. However, as part of the development of a Business Case for the site; the proposed final design, management, valuation and lease arrangements in relation to the new athletics track will require

further discussion between Saracens RFC and the Council to ensure that any identified Council risk is mitigated.

- 1.39 A new cricket facility proposed by Middlesex County Cricket Club (MCCC) to provide competition and a training venue has been included within the updated and final masterplan proposal for Copthall. This is a proposal which is to be funded via the ECB / MCCC without request of Council funding.
- 1.40 The overarching scope of facilities for consideration within the proposal are referenced at point 1.25 within this report. The MCCC proposal has been designed into the southern field at Copthall, which compliments and enhances the cricket square located within the original draft masterplan. There is no change to the total number of cricket squares (2) within the original draft and final draft masterplan within the Copthall site, it is still proposed that a third cricket square is re-located to Sunnyhill Park and this is reflected within the respective proposal for this site.
- 1.41 As part of the development of a Business Case for the site; future co-ordination and arrangements in relation to delivering a new MCCC Community Cricket Centre will require further discussion with Council. This will be explored as part of the next stage developments and will include areas such as (but not limited to); lease arrangements, management model, community development plan and business development plan.

#### ***Additional Design Review Considerations***

- 1.42 The facilities contained within the hub building (Appendix C: Key 4) remain as per the original masterplan but will need to be the subject of a future feasibility study to confirm the most appropriate and sustainable facility mix. This is to be explored further as part of design development inclusive of consultation and engagement.
- 1.43 The final design of the Copthall Sports Hub masterplan results in 11 natural turf football pitches (4 adult and 7 junior) and 2 x full-size 3G pitches which will primarily be for football. The existing rugby grass pitches / club facilities and leaseholders on the site are not impacted by the revised masterplan.
- 1.44 All feedback received as part of consultation and engagement has identified transport and travel (to and from the site) as critical component to the successful delivery of the masterplan. It is therefore expected that a transport assessment will need to be undertaken to support a suite of documentation which will be required to inform a future delivery programme.
- 1.45 The first stage and second stage consultation highlights the site as being relatively isolated and mainly accessed by car, as a consequence, additional car parking has been relocated to the southern part of the site within the final masterplan design. The concentration of proposed new facilities within the southern region is anticipated to enable improved flow across the site, compliment the relationship with facilities (existing and new) in addition to enabling a more efficient site operation.
- 1.46 Identifying additional car parking space in this location also enables the Council to satisfy the planning condition (in relation to Barnet Copthall Leisure Centre) which requires the existing facility to be returned to playing fields post demolition. However, it is acknowledged through the consultation period that Metro Golf have ambitions to create an outdoor tennis facility within this zone and further engagement will be required with the Local Planning Authority, the Greater London Authority, Sport England and the National Governing Body to explore appropriateness, future inclusion and feasibility within the Copthall Sports Hub Masterplan.

- 1.47 Within the final masterplan future access and linkages are made to connect regions of the Copthall and Sunny Hill sites and ensure that wayfinding can be achieved. The original patterns of open field and hedgerow are still well defined, and connectivity with existing/new pedestrian and cycle routes should be assessed further in tandem with road and junction improvements.
- 1.48 With specific regard to the potential junction improvements, the final masterplan acknowledges the limitations of the existing narrow junction of Greenlands Avenue on to the Great North Road (adjacent to the tyre garage) has a limited capacity. Further design and survey consideration will be reviewed to this junction considering multiple options including (but not limited to);
- Improving the existing junction
  - Considering a 'one-way' through the Copthall site
  - An exit only for major events

## **Second Stage Consultation (Copthall Sports Hub Masterplan Only)**

- 1.49 A second period of consultation on the revision to the design of the Copthall Sports Hub masterplan was undertaken from 5th April to 17th May 2019. The consultation questionnaire was published on Engage Barnet together with an overview of first stage feedback responses, which provided rationale to the status of the design.
- 1.50 As part of the second stage of consultation a series of questions were asked about the Copthall site which related to how users and non-users;
- Agree or disagree with the proposed redesign and redevelopment of the site.
  - Main purpose of visit to the site.
  - Frequency in which they utilise the site and facilities.
  - Inclusion or exclusion of facilities proposed as part of the final draft masterplan.
  - Mode of travel to and from the site.
  - What would encourage you to use the site.
- 1.51 The full second stage consultation report overview can be found in Appendix D, which provides breakdown detail to each of the responses received. The key headlines from the second stage consultation outline;
- 55.45% strongly agree / tend to agree with the proposed redevelopment of the Copthall Sports Hub Masterplan.
  - 72.6% would consider using any of the existing / proposed facilities within the Copthall Sports Hub Masterplan
  - 59.17% strongly agree / tend to agree with the key outcomes defined as part of the Copthall Sports Hub Masterplan
  - 68.44% would visit any of the individual sites included within the masterplan if the development were to be implemented.
  - The primary responses were from those aged 45-57 years.
  - 63.03% respondents to the consultation were female.
- 1.52 A total of 83% responses indicated that they visit the site by car (equating to 283). This endorses the view and universal challenge that site accessibility, travel and transport is a fundamental component of delivering a successful masterplan.
- 1.53 The main difference in support between the first stage consultation and second stage consultation can be attributed to significant % of responses relating directly to the loss of deep

water provision within Barnet Copthall Leisure Centre. This is highlighted within specific comments received in relation to the Survey Monkey undertaken.

1.54 Individual written responses were received from the following organisations;

- Saracens RFC
- ECB and MCCC
- Mill Hill Preservation Society
- Friends of Mill Hill
- Middlesex University
- Copthall Consultation Group Forum
- Mill Hill Residents Association
- Resident A
- Resident B

1.55 In principle the individual responses received highlight support of the revision to the Copthall masterplan, however noting specific elements in relation to site boundary lines (updated to show red line at Appendix C), Green Belt and nature conservation, transport, parking, planning considerations and site operation which will all need to be explored as part of progressing and delivering the masterplan.

1.56 A number of comments via the online survey were made in relation to Hasmorean School and any future proposal. The planning application submitted by the School in 2017 received comment from the Mayor of London which suggested the school buildings are kept within the curtilage of the existing girls school site, alongside staff car parking. The School however are still indicating an interest in taking control of two areas to the west of the Copthall site. These are designated in the masterplan proposal for Copthall as nature conservation and circular routes to support the transformation of the site into a destination park. The school has an interest in these fields to provide recreation space and sports facilities for the pupils where community access would be granted outside school hours. The Local Planning Authority has not received an update planning application from the School and therefore at this stage there are no further changes to the area masterplan.

1.57 Hasmorean School have however indicated their interest in utilising the proposed new facilities within Copthall, mainly the ATP and grass pitches and have expressed becoming a key user (regular). The final design of the masterplan identifies links across the Copthall site, to existing facility locations such as Hasmorean School (eg key 13 on the masterplan). These locations identify potential access points to Hasmorean school to the west and create a possible access way for school use of the ATP's. This connection would require further design development and a strategy for safeguarding pupils by the School which can be achieved.

1.58 Additional comments included within individual responses also included references to the loss of a deep-water facility, which is not included within the facility mix of the new Barnet Copthall Leisure Centre (scheduled for completion in August 2019). Policy and Resources Committee and Full Council have previously considered the business case and diving feasibility study in relation to the leisure centre developments. In December 2016, Full Council agreed to provide land to create a diving facility for the North London region and up to £500,000 capital contribution to support construction.

1.59 This stage of consultation has also identified a range of queries relation to the future of the existing athletics track at Allianz Park and the operation of existing vs proposed. This will

need to be assessed, in parallel with any legal and property obligations prior to implementation of any facilities.

## **Copthall Sports Hub and Mill Hill Open Masterplan - Design Conclusions**

- 1.60 The recommended site gives the Council the opportunity to integrate facilities with well-loved open spaces, supporting health outcomes and creating destinations that encourage increased community engagement and participation in physical activity.
- 1.61 During both stages of consultation in 2018 and 2019, concerns have been received regarding increased traffic volumes. It is also clear that development within one of the Council's valued greenspaces needs to be handled sensitively. These will be priorities for the project to address as it moves through a process to develop a planning application for the site.
- 1.62 The second stage consultation, along with the design review process has identified the importance of enabling and continuing provision whilst addressing key concerns in relation to Green Belt, transport, nature conservation and the specific design detail of each element of the masterplan.
- 1.63 Saracens RFC along with SCH and BDAC have indicated their urgency of delivering a new athletics track within Copthall by 2021. As from 2020, the domestic rugby season is extended into June, with the Premiership Final being played in the last week of June in 2021. As highlighted within the report, Saracens RFC have expressed this creates conflict in accommodating the summer athletics season at Allianz Park from 2021. Stakeholder engagement with the ECB/ MCCC also outlines ambitions to deliver a Community Cricket Facility within the same season.
- 1.64 It is anticipated that the best approach to future delivery and secure planning consent will be to take a whole-site integrated approach via the masterplan. The plan itself, clearly setting out special circumstances and how development(s) will deliver community benefit all to be coordinated through an Outline Planning Application. This route will ensure that delivering a full scheme remains achievable for the Council and any third-party proposal(s). The approach will de-risk the timescales associated with individual submissions which all have separate funding arrangements and can therefore be brought forward through Reserved Matters. Working in partnership with stakeholders the Council will review where efficiencies can be sought (eg consultation with Statutory Bodies, site investigations and surveys) conducting a co-ordinated approach to implementation.
- 1.65 Following adoption of the masterplan, progress will continue with regard to future implementation and Business Case, this will include workstreams such as (but not limited);
- Feasibility Study (Council Sports Hub, excludes external proposals)
  - Site Surveys and Investigations (including but not limited to); ecology surveys, topographical surveys, transport assessment, flood risk assessments.
  - Design Development (excluding external proposals)
  - Asset and Property Review (in consideration of external proposals)
  - Soft Market Testing (to support management model)
  - Management and Operation Model Review

## **Management Options Appraisal – Copthall Sports Hub Masterplan**

1.66 In parallel with the design review for Copthall, the Council requested FMG Consulting to assess the most appropriate and potential options which could be considered for the future management of the site. The analysis covered both the financial and non-financial implications of different management vehicles and included;

- In house Council management
- Establishment of a new organisation to operate the site; or
- Procuring an external operator to manage the site.

1.67 There are a series of advantages and disadvantages to the above options which will need to be revisited and appraised as part of the development of an Outline Business Case. It should also be noted that the eventual management vehicle will not have full responsibility for the whole site as there are many key tenants delivering services and managing facilities on the site under separate leases, so the Council will need to consider how a fully-functioning strategic oversight group will ensure that all partners are working together to achieve the same aims. Therefore a whole costing of the above will need to be looked at in relation to future options.

1.68 Cost estimates (described in Section 6 of this report) are only provided as an indication at this stage and the Outline Business Case will need to review financing options available to deliver a full scheme (eg through CIL / S106). Financial models were prepared for each management option taking into account the impact of income, expenditure VAT, NNDR, operational efficiencies, profit, contingency and head office costs etc to derive an overall annual figure.

1.69 A summary of the projected cost of each management option is provided in the table below.

**Summary of Revenue Position – Copthall Sports Hub Masterplan Only**

All £	Year 1	Year 2	Year 3	Year 4	Year 5
In-House	(161,955)	(162,676)	(126,021)	(128,083)	(130,947)
Existing Trust (eg operator)	15,544	28,193	74,279	72,608	69,744
New Organisation (Charitable)	(67,805)	(62,352)	(22,678)	(24,484)	(27,348)
New Organisation (LACC)	(147,697)	(142,244)	(102,570)	(104,376)	(107,240)

1.70 The analysis provided at this stage shows that the most appropriate structure for a future management vehicle is an existing management operator or a charitable trust. However, a key component of updating and refining the capital and revenue position will need to be explored in further detail through feasibility studies, site investigations, legal considerations and soft market testing as part of the Outline Business Case Council before a route can be recommended.

1.71 Whichever option is eventually selected, it will be crucial for the key stakeholders on the site to have a key role in being part of or working closely with the management vehicle. It is likely that the most appropriate way to secure local representation will be by establishing a strategic partnership board (similar to some of the local stakeholder groups which are already in place) which meets on a quarterly (or potentially monthly) basis to jointly discuss the site, upcoming

events, issues arising and work together on initiatives for the benefit of the site. There is an opportunity to benefit from the skills, experience, contacts and resources that the various on-site partners collectively bring to the site and utilising this could significantly enhance the site.

1.72 It should also be noted that the Council is currently developing sports hub masterplans for two other locations within the Borough:

- West Hendon Playing Fields; and
- Barnet Playing Fields and King George V Playing Field.

1.73 These masterplans were approved by Environment Committee in March 2019 and are subject to public consultation and engagement. The sports hub masterplan proposals all involve the significant enhancement of sport and leisure facilities on the sites and may be suitable for joined-up management in the future. The Council should commence detailed feasibility study work on the site elements it will be responsible for within the Copthall Sports Hub Masterplan, including prioritisation of areas which are linked to creating a sustainable financial model. In addition to acknowledging the critical path to deliver infrastructure for Athletics and Cricket.

1.74 This should include reviewing the three sports hub masterplans which have been developed as a collective to understand whether any efficiencies can be generated and a combined management model can be explored which generates savings across all three masterplans to cross-finance the required capital investment. It is recommended that this is explored as part of the Sports Hub Masterplan Business Cases.

1.75 The overall commercial strategy for the Copthall Sports Hub and Mill Hill Open Spaces Masterplan needs to address several strands of activity, all linked to providing future financial sustainability. The development of an Outline Business Case should not preclude the completion and submission of a Planning Application to implement the Copthall Sports Hub Masterplan, as it should be expected that specific proposals can be drawn via Reserved Matters. In developing the suite of documentation required for planning consent, the Council will work with stakeholders to review where financial efficiencies can be delivered and contributions can be provided.

### **Operational and Site Management Considerations**

1.76 Presently the financial performance of the athletics track (within Allianz Park) and all associated liabilities are fully the risk of Saracens RFC. A proposed new track is located outside the stadium and within proximity to the Council's hub building. From an operational and user perspective, the management of the track would be most sensibly delivered from the hub however it should be noted that the Council (or the eventual operating vehicle) does not become liable for any of the financial risks associated with the track which Saracens currently hold. If this issue can be resolved (potentially through an annual financial contribution from Saracens RFC with regular review mechanisms built in) then it would seem logical for the track to be managed from the hub in future. This will need to be assessed further as part of an Outline Business Case to ensure risks identified can be mitigated.

1.77 Due to the urgency with which Saracens need to make alternative arrangements for athletics facilities, it is expected that the track will be developed ahead of the Council's hub facility. Therefore, it is recommended that the design of the new track is such that the ancillary facilities within the stadium can continue to be utilised by the athletics clubs and that any future ancillary arrangements are explored further as part of the planning and development process.

## Final Copthall Sports Hub and Mill Hill Open Spaces Masterplan

- 1.78 It is not intended at this stage to update the proposals relative to the other Mill Hill Open Space sites other than Sunny Hill Park in the context of creating the link to Middlesex University, Hendon Campus.
- 1.79 Given its scale and complexity the masterplan for the Copthall Sports Hub has been broken down into individual packages which relate to design development, outline business planning and capital funding package development work.

## 2. REASONS FOR RECOMMENDATIONS

- 2.1 The Copthall and Mill Hill Open Spaces masterplan proposals seek to promote health and wellbeing, conserve the natural character of the area and encourage economic growth in delivering a unique opportunity.
- 2.2 There are a number of impending issues in relation to the Copthall site to be considered against the strategic objective to improve and develop the site to maximum benefit. A considered and extensive review has taken place to develop a final design which meets the original four key objectives. The master plan approach creates a cohesive plan for the long term benefit of users (existing and new), residents, stakeholders, leaseholders and is reflective of supporting key local and national policy recommendations for sport, health, communities, education and planning.
- 2.3 Copthall Playing Fields is a centrally located public open space which supports an array of activities and comprises of the existing facilities. The site is an integral part of the green infrastructure network for the Borough and acts as a local park for the communities surrounding the site. The recommendations included within the report are in line with the approved Copthall Planning Brief (2016) which specifically promotes the development of:
- Replacement of Barnet Copthall Leisure Centre
  - A replacement of the west stand at the Allianz Stadium
  - A new green spaces operation base
  - New club houses for existing clubs
  - Improved access, car parking, and way finding
  - Public realm improvements, in particular the creation of 'Hub'
  - A replacement to the Copthall pavilion, including new changing and club house facilities
  - Investment in pitches
- 2.4 In addition to understanding planning context, the Copthall and Mill Hill Open Spaces Masterplan takes into account the Council's Parks and Open Spaces Strategy (2016), Playing Pitch Strategy (2017) and the draft Indoor Sport and Recreation Study (2018), which aims to;
- Recognise the cross cutting benefits of investment in open spaces (such as physical and mental wellbeing, environmental improvements, community and economic contribution).
  - Protect sports facilities from loss as a result of redevelopment
  - Enhance existing facilities through improving their quality, accessibility and management
  - Provide new facilities that are fit for purpose to meet demands for participation now and in the future.
- 2.5 The Parks and Open Spaces Strategy (2016) highlights the importance of strategic investment through the development of three sports hub master plans in Barnet. It is expected that by protecting and enhancing opportunities the Council can optimise the use of greenspaces at these locations, supporting greater financial sustainability and delivering key outcomes such as;

- Increasing participation in sport and physical activity to support health and wellbeing.
- Increasing residents' satisfaction with Council provision (parks, open spaces and leisure)
- Exploring opportunities to optimise the use of parks and green spaces to deliver a series of cross cutting benefits.
- Moving towards a sustainable financial model

It is anticipated that based on facilitating an appropriate management model, and on full completion of the scheme, a revenue neutral business plan can be delivered for all Barnet Sports Hub Masterplan proposals. This will also take into account any subsequent updates to the Council's Playing Pitch Strategy (2017).

- 2.6 The Committee should note any planning application is will be subject to further consultation with the Greater London Authority, the Local Planning Authority and additional external key agencies. It is expected that the Council will lead this process with the support of partner organisations (where applicable) to ensure a fully co-ordinated approach. Any issues identified in relation to the site and resultant on the outcome of any Outline or other Business Cases or the Masterplan vision will be reported back to Committee.

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

- 3.1 The POSS and PPS articulate a series of recommendations in delivering a future vision for parks and open spaces. Copthall Playing Fields is recognised as a sporting destination and with strategic investment can deliver a series of long term benefits for residents.
- 3.2 Following first stage consultation and engagement (2018) the Council conducted a design review for the Copthall Sports Hub Masterplan specifically. As part of this process, consultation was undertaken with Saracens RFC, England Athletics, Shaftesbury Barnet Harries and Barnet and District Harriers to review and assess the options of retaining athletics within the Copthall site and latterly across the Borough. The Council suggested the potential opportunity to examine opportunities for athletics to co-locate within school settings as the availability of land and space is limited.
- 3.3 Barnet has a long and established history with athletics being based at Copthall Playing Fields (formerly Barnet Copthall Stadium) and as part of the review it is acknowledged that availability of land, space, requirements and connectivity to existing facilities are all crucial in supporting the future of athletics.
- 3.4 With existing long-term agreements in place, a long history of current use by residents and the local and regional import of the facilities any alternative methods and vision would still have to sit within the constraints presented and from which consultations and other work has identified a clear focus to possible options. The size and complexity of the site and facilities and identified needs mean that a clear masterplan is needed to maximise benefits and ensure all resident, user and stakeholder concerns considered and consequent options for development maximised.

### **4. POST DECISION IMPLEMENTATION**

- 4.1 It is not intended at this stage to update the proposals relative to the other Mill Hill Open Space sites other than Sunny Hill Park in the context of creating the link to Middlesex University, Hendon Campus.
- 4.2 The need to protect the natural environment and ensure that ecological and similar surveys will be undertaken with regard to any development, the need to improve transport, including public

transport links and car parking are thematic issues of particular concern. These will be fully taken into account and responded to in the next stages of the delivery of the masterplan.

- 4.3 As regards the next stages of delivery of the draft masterplan, it is proposed to concentrate on the Cophall Sports Hub as this element is the most complex of the proposals, generates the greatest concern over traffic and access and nature conservation issues but has the greatest potential to contribute to the delivery of the Medium Term Financial Strategy (MTFS). The remainder of this section of the report relates to the creation of the Cophall Sports Hub, including the creation of the link to the Middlesex University Hendon Campus through Sunny Hill Park, with proposals for the remaining sites being developed in the future.
- 4.4 The development and submission of an Outline Planning Application will be to enable the early development of the AGPs to contribute to the MTFS requirement to improve income from pitch hire.
- 4.5 The table below outlines the proposed programme of activity in progressing the Cophall Sports Hub Masterplan specifically;

<b>Activity</b>	<b>Planned Date</b>
Appointment of external consultant support	September 2019
Establishment of Cophall Delivery Group	September 2019
Design Development	November 2019
Undertaking of Site Investigations and Surveys – Workstream 1	November 2019
Sports Hub Masterplan(s) Business Case Review	November 2019
Development of Strategic Business Case	December 2019
Consultation and Engagement Period (including statutory, resident and stakeholder)	Ongoing
Stage Design Report	December 2019
Co-ordination and completion of information required to submit for Outline Planning Application	February 2020

## **5. IMPLICATIONS OF DECISION**

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

- 5.1.1 The Council's Corporate Plan - Barnet 2024 - sets our vision and strategy for the next five years. This includes outcomes we want to achieve for the borough, the priorities we will focus limited resources on, and our approach for how we will deliver

these.

5.1.2 Our three outcomes for the borough focus on place, people and communities:

- A pleasant, well maintained borough that we protect and invest in
- Our residents live happy, healthy, independent lives with the most vulnerable protected
- Safe and strong communities where people get along well.

5.1.3 The proposals within this document refer specifically to a key outcome of the Corporate Plan which focuses on 'Getting the best out of our parks and improving air quality by looking after and investing in our greenspaces'.

5.1.4 This also coincides with the Fit and Active Barnet (FAB) Framework 2016-2021 and the 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.

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

### **Finance**

6.1.1 The Copthall Sports Hub and Mill Hill Open Spaces masterplan is a long-term project which is expected to take several years and in the order of £50-75m to deliver; with approximately £53m relating to Copthall. Whilst these estimated costs are significant, they are congruent with the Greenspaces Capital Investment Programme approved as part of the Parks and Open Spaces Strategy, approved by Environment Committee in May 2016.

6.1.2 In summary, it can be noted that the Copthall Sports Hub masterplan design (Appendix C) is projected in the region of £30.1m to deliver. The cost relating to the new athletics track and stand and the community cricket facility has been excluded from these high level cost estimates provided as the proposed facilities is to be financed separately by Saracens RFC and ECC/MCCC respectively.

6.1.3 This high-level cost estimate does not take into account some of the features and required infrastructure referenced within Appendix A (eg improved highways linkages between Mill Hill sites), and therefore it is expected that as part of the next stage of design development costs estimates are refined in conjunction with the completion of further site investigations and studies.

6.1.4 QMP building and surveyors, utilised by Sport England and supporting the Council's existing leisure centre development schemes provided cost estimate for the revised Copthall Sports Hub Masterplan (at Appendix C). As part of the assessment, the following key assumptions were utilised;

- Prices based on Q1 2019
- Inflation and VAT excluded
- Preliminaries and overheads and profit included
- No equipment costs are included
- All works and associated costs relating to ECB/MCCC facility, Saracens West Stand development and both rugby clubs have been excluded.

6.1.5 Updated financial analysis and capital cost estimates will be scrutinised with key gateways and reported to Environment Committee as part of the Parks and Open Spaces Annual Report. One necessary focus is the delivery of MTFs savings (2019/20) linked to the implementation of ATP Pitches together with a roadmap to create financial sustainability for greenspaces. In

consideration of the development of the Copthall and Mill Hill Open Spaces masterplan, the timeline has necessarily slipped and therefore these savings will for now have to be delivered alternatively until such time as the pitches are developed.

- 6.1.6 Early engagement with partners and funding bodies indicates that partnership funding may be forthcoming for elements of the masterplan. Potential funding partners include;
- Transport for London
  - National Governing Bodies
  - Sport England
  - Football Foundation
  - Investors in individual facilities
- 6.1.7 Financial resources required to fund design development, business case development, feasibility and site investigation work to take approval of the Copthall Sports Hub Masterplan to the next stage; is estimated to cost £250,000. There are funds allocated to greenspaces development included in the approved capital programme which will support this stage of implementation. It is anticipated that to co-ordinate this phase of activity and develop the suite of documents required for submission to the local planning authority for this will take a minimum of 12 months.
- 6.1.8 There is no funding place for the development of the Copthall Sports Hub. Part of the next stage of development work investment options will be explored further in addition to funding opportunities offered by strategic partners bodies: For example, the inclusion by the Football Foundation of an allocation in its current business plan towards the cost of the Football AGP's at Copthall. Where match funding applies, a bid will submitted for CIL/Section 106 funding towards the cost of the proposals and it is likely that implementation of each element will be undertaken on a phased basis as grants and match funds are identified.
- 6.1.9 Value for money will be achieved by use of competitive tendering for the appointment of consultants to develop the next stages of the masterplans as described section 4 and in accordance with the Council's Contract Procedure Rules.

### **Planning Considerations**

- 6.1.10 The Copthall site falls within the Green Belt where development is restricted by national planning policy. Very special circumstances are required where development, which is considered inappropriate, may be approved in the Green Belt.
- 6.1.11 Although the precise make up of facilities (eg facilities within the Hub) has not been finalised at this stage, it is expected that the best approach to secure planning consent will be to take a whole-site, integrated approach through a master plan clearly setting out the special circumstances and how such a development will deliver community benefits, this can be delivered through an Outline Planning Application.

### **Property**

- 6.1.12 Where sites have been identified to have development potential, any site disposal must take into account requirements for future development. As part of the Business Case, Officers will work to review to review the recommendations for the form and scale of development which may be appropriate. Any subsequent findings and results will be reported back to Environment

Committee in relation to execution of any development area.

- 6.1.13 The property review will also include the assessment of the Heads of Terms associated with existing lease arrangements.
- 6.1.14 Given the inclusion of a new athletics track and cricket facility within the Cophall Sports Hub masterplan, the land asset values contained within the headline financial revenue and capital modelling has been based on those contained with the Council's asset register. These maybe unduly pessimistic in the current climate and there is the possibility that these assets may generate more value than the figures expressed, this will be refined as the more detailed planning and funding processes develop.
- 6.1.15 Land values will be reviewed and where specialist support is required, an instruction will be sought to advise the Council. Any applicable charges will be reviewed in accordance with the allocated phase budget, in addition to any charges to third party fees which may be applicable.

## 6.2 Social Value

- 6.2.1 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. The approach within the Parks and Open Spaces Strategy outlines the approach taken to develop proposals.

## 7. Legal and Constitutional References

- 7.1.1 Local authorities have a number of 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.
- 7.1.2 Under Article 7 (Committees, Forums, Working Groups and Partnerships) 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:
- “(1) Responsibility for all borough-wide or cross-constituency matters relating to the street scene including, parking, road safety, lighting, street cleaning, transport, waste, waterways, refuse, recycling, allotments, parks, trees, crematoria and mortuary, trading standards and environmental health.”
- 7.1.3 “(4) To receive reports on relevant performance information and risk on the services under the remit of the Committee.”
- 7.1.4 Significant proportions of the sites are designated as either Green Belt or Metropolitan Open Land. The future development of the proposals included in the Cophall Sports Hub and Mill Hill Open Spaces masterplan will need to fully comply with the requirements arising from those designations. 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 a grant of planning permission.

## **8. Risk Management**

- 8.1.1 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.
- 8.1.2 All specific programme risks will be managed and monitored by the Council's Greenspaces and Leisure Team.

## **9. Equalities and Diversity**

- 9.1 The Under section 149(1) of the Equality Act 2010 (EA 2010) the Council must, in the exercise of its functions, have due regard to the need to:
- eliminate discrimination, harassment, victimisation and other conduct prohibited by the Equality Act 2010;
  - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - foster good relations between persons who share a relevant protected characteristic and persons who do not share it

Relevant protected characteristics are:- age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation.

- 9.2. The purpose of the initiatives described in this report is to ensure that the broad diversity of Barnet's residents and communities continue to use and enjoy the benefits of parks and open spaces and that their needs and aspirations are reflected in the provision that the Council makes.
- 9.3. An Equality Impact Assessment (EqIA) has been carried out and the findings are summarised at Appendix E.to this report. In addition, EqIAs will be carried out on a scheme by scheme basis implementing the Cophall and Mill Hill Open Spaces masterplans so as to ensure compliance with the requirements of the EA 2010 and that the needs of the communities and groups are fully taken into account.

## **10. Corporate Parenting**

- 1.1. not applicable.

## **11. Consultation and Engagement**

- 1.1.1 In developing the original draft masterplan, John Sheaff Associates co-ordinated a series of stakeholder sessions in order to develop the original proposal. A full public consultation was then undertaken in 2018. Please refer to Appendix A in full which details the process and a list of consultees. Results of the first stage masterplan can be located at Appendix B.
- 1.1.2 Saunders Boston Architects and FMG Consulting supported the design review of the Cophall Sports Hub masterplan only. The review was co-ordinated with National Governing Bodies, stakeholders and leaseholders of the Cophall site. A further

public consultation was undertaken from April – May 2019, the result of which are located in Appendix D.

- 1.1.3 Specific elements of the Cophall Sports Hub masterplan will need to be subject to further public consultation, as part of the planning process and specific scheme development. The detailed proposals for the hub's individual elements will be taken into account in the next stage of implementation.

## **12. Insight**

12.1none

## **13. BACKGROUND PAPERS**

[Environment Committee 14 March 2019 – item 8](#)

[Environment Committee 28 November 2018 Papers – including Item 11](#)

[Environment Committee 14 March 2018 – item 8](#)

[Environment Committee 13 July 2017 Papers – including Item 12](#)

[Environment Committee 12 May 2016 Papers – including Item 8 Parks an Open Spaces Strategy and the agreement to adopt the strategy and its action plan.](#)