



## Environment Committee

12 March 2020

<b>Title</b>	<b>Sports Hubs Master Planning – Barnet and King George V Playing Fields, and West Hendon Playing Fields</b>
<b>Report of</b>	Chairman of Environment Committee
<b>Wards</b>	Totteridge, Underhill and West Hendon
<b>Status</b>	Public
<b>Urgent</b>	No
<b>Key</b>	No
<b>Enclosures</b>	Appendix A – Barnet and King George V Playing Fields Final Master Plan Appendix B – Barnet and King George V Playing Fields Addendum Report Appendix C – West Hendon Playing Fields Final Master Plan Appendix D – West Hendon Playing Fields Addendum Report Appendix E – Equalities Impact Assessment for the Sports Hub at Barnet and King George V Playing Fields Appendix F – Equalities Impact Assessment for the Sports Hub at West Hendon Playing Fields
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### Summary

At the meeting of Environment Committee on 13 July 2017 it was agreed that a master plan be developed for West Hendon Playing Fields and associated sites, and for Barnet Playing Fields and associated sites, so as to create a Sports Hub and that blended funding streams are pursued for these Sports Hubs in line with the Greenspaces Capital Investment Programme and the Playing Pitch Strategy for Barnet. This followed the agreement to adopt the Parks and Opens Spaces Strategy in May 2016.

The Sport, Leisure and Culture Consultancy (SLC) were appointed in 2018 to develop a draft master plan and feasibility study for each of the two locations, which are available on Barnet's Open Data Portal. At the meeting of Environment Committee on 14 March 2019 the draft master plans were approved and it was agreed to carry out full public and stakeholder consultation on the draft master plans, with the outcomes reported to a future meeting of the Committee.

The Sport, Leisure and Culture Consultancy (SLC) were appointed in 2019 to carry out the public and stakeholder consultation of the draft master plans, and to make amendments as necessary, to produce final master plans. The full consultation reports for the two sites are available on Barnet's Open Data Portal, and the Addendum Report for Barnet and King George V Playing Fields (Barnet Playing Fields) is attached at Appendix B, and the Addendum Report for West Hendon Playing Fields is attached at Appendix D.

Following the public and stakeholder consultations amendments were made to the draft master plans, to produce the final master plans. For Barnet and King George V Playing Fields this included relocation of car parking through an extension to the existing car park immediately north of Hadley Wood Sports Trust and provision of disabled parking to the west of the Community Sports Hub. For West Hendon Playing Fields this included relocation of car parking to Woodfield Park from Cool Oak Lane and relocation of the high ropes course to Woodfield Park.

The Committee is requested to approve the final master plans for the two sites, note the outcomes of the public and stakeholder consultation and note that the Business Cases will be brought to a future meeting of the Environment Committee and other Theme Committees as appropriate.

## **Officers Recommendations**

- 1. That the Committee notes the outcomes of the public and stakeholder consultation on the draft Master Plan for Barnet and King George V Playing Fields.**
- 2. That the Committee approves the Final Master Plan for Barnet and King George V Playing Fields.**
- 3. That the Committee notes the outcomes of the public and stakeholder consultation on the draft Master Plan for West Hendon Playing Fields.**
- 4. That the Committee approves the Final Master Plan for West Hendon Playing Fields including the inclusion of Woodfield Park in the Final Master Plan.**
- 5. That the Committee notes that the Business Cases for the Sports Hubs for Barnet and King George V Playing Fields, and West Hendon Playing Fields will be reported to a future meeting of the Environment Committee and other Theme Committees as appropriate.**

## 1. WHY THIS REPORT IS NEEDED

- 1.1 The Council's Parks and Open Spaces Strategy (POSS) and the Playing Pitch Strategy (PPS) respectively adopted on 12 May 2016 and 15 March 2017 at meetings of the Environment Committee, both recommended the development of three sports hubs at the following locations:
  - Copthall, which has been the subject of separate reports to Environment Committee
  - Barnet Playing Fields, which is considered in this report
  - West Hendon Playing Fields, which is considered in this report.
- 1.2 At the meeting of Environment Committee on 13 July 2017 it was agreed that a master plan be developed for West Hendon Playing Fields and associated sites, and for Barnet Playing Fields and associated sites, so as to create a Sports Hub and that blended funding streams are pursued. It was also agreed that appropriately qualified external support would be procured to develop the master plans.
- 1.3 The Sport, Leisure and Culture Consultancy (SLC) were appointed in 2018 to develop the draft plans and feasibility studies for the two locations. The Feasibility Study including the draft master plans for the two locations are available on Barnet's Open Data Portal.
- 1.4 For each location SLC undertook: site analysis, needs analysis, supply and demand analysis, stakeholder engagement, design development, production of an initial draft master plan, discussions with the national governing bodies of sports, stakeholder and public engagement on the initial draft master plan, leading to the production of a final draft master plan. SLC also considered the development costs and delivery programme, business planning and funding sources and management options.
- 1.5 At the meeting of Environment Committee on 14 March 2019 the draft master plans were approved and it was agreed to carry out full public and stakeholder consultation on the draft master plans, with the outcomes reported to a future meeting of the Committee.
- 1.6 The Sport, Leisure and Culture Consultancy (SLC) were appointed to carry out the public and stakeholder consultation.
- 1.7 Barnet and King George V Playing Fields (Barnet Playing Fields)
- 1.8 The draft master plan for Barnet and King George V Playing Fields was developed following engagement with existing users of the sites such as Barnet Table Tennis Centre and nearby organisations such as Hadley Wood Sports Trust, The Ark Academy and the Dollis Valley Partnership Board. It set out an ambitious long-term vision for the site, recognising that the proposal needed to be at least cost neutral, with a mixture of fee paying activities and free activities.
- 1.9 In summary the draft master plan proposed:

- A new community sports hub including a café, clip and climb facility, community rooms and changing facilities
  - Improved and reconfigured grass football pitches
  - Gaelic football pitch, training area and pavilion
  - Multi use games area
  - Wheeled sports facility – skatepark, BMX
  - Adventurous and toddler play areas
  - Outdoor gym and trim trail
  - New pedestrian and cycle routes.
- 1.10 SLC undertook public and stakeholder consultation on the draft master plan for eight weeks in the summer of 2019. This was delivered through a combination of face-to-face meetings, email correspondence, telephone discussions, workshops, public drop-in sessions and an online questionnaire with key stakeholders and the general public. The consultation process engaged with over 700 local residents and stakeholders during the 8-week period. SLC's full consultation report is available on Barnet's Open Data Portal, as set out at paragraph 6.1.
- 1.11 Overall, the consultation demonstrated clear support amongst users, stakeholders and the wider public for the principle of creating a more engaging space at Barnet and King George V Playing Fields, which improves opportunities for local people to be physically active and increases use of the playing fields.
- 1.12 The key areas of contention raised through the consultation include:
- The proposed location of the skatepark
  - Ensuring a limited impact upon the Green Belt / open space
  - The impact upon traffic, parking and congestion in the area.
- 1.13 In response to the public and stakeholder consultation potential changes were identified and further stakeholder engagement was undertaken. The following amendments have been made to the draft master plan to produce the final master plan:
- Relocation of car parking through an extension to the existing car park immediately north of Hadley Wood Sports Trust and provision of disabled parking to the west of the Community Sports Hub.
  - Relocation of the skatepark to the area formerly occupied by the proposed car park.
  - Remove previously proposed footpath and avenue of trees on Barnet Playing Fields and provide increased green infrastructure to boundaries and wildflower planting.
  - Minor change to location of outdoor gym to bring it closer to the main hub area.
- 1.14 The final master plan for Barnet and King George V Playing Fields is attached as Appendix A.
- 1.15 West Hendon Playing Fields

- 1.16 The draft master plan for West Hendon Playing Fields was developed following engagement with existing users of the site such as Hendon Bowls Club, Parkside View Nursery and nearby organisations such as Hendon FC and West Hendon Partnership Board. It set out an ambitious long-term vision for the site, recognising that the proposal needed to be at least cost neutral, with a mixture of fee paying activities and free activities.
- 1.17 The draft master plan recognised the importance of protecting the local ecology and avoiding any negative impact on the Welsh Harp which is designated as a Site of Special Scientific Interest (SSSI).
- 1.18 In summary the draft master plan proposed:
- A new community sports hub including a café, clip and climb facility, soft play, community rooms, nursery, facilities for Hendon Bowling Club and changing facilities
  - Improved and reconfigured grass football pitches
  - 2 x 3G artificial turf pitches
  - Multi-Use Games Area
  - Replacement Tennis Courts
  - Wheeled Sports Facility – Skatepark, BMX
  - Bowling Green
  - Adventurous and Toddler Play Areas
  - Outdoor Gym and Trim Trail
  - Improved pedestrian and cycle routes
  - Adventure Golf Course
  - High Ropes Course
  - Woodland Nature Trails
  - Community / Sensory Garden.
- 1.19 SLC undertook public and stakeholder consultation on the draft master plan for eight weeks in the summer of 2019. This was delivered through a combination of face-to-face meetings, email correspondence, telephone discussions, workshops, public drop-in sessions and an online questionnaire with key stakeholders and the general public. The consultation process engaged with over 900 local residents and stakeholders during the 8-week period. SLC's full consultation report is available on Barnet's Open Data Portal, as set out at paragraph 6.1.
- 1.20 Overall, the consultation demonstrated clear support amongst users, stakeholders and the wider public for the principle of creating a more engaging space at West Hendon Playing Fields, which improves opportunities for local people to be physically active and increases use of the playing fields and exposure to the Welsh Harp and SSSI.
- 1.21 The key areas of contention raised through the consultation include:
- The proposed car park on Cool Oak Lane
  - The proposed location of high ropes
  - Artificial turf pitches and impact upon open space / biodiversity

- The impact of proposed facilities on the SSSI/LNR
  - The impact upon traffic and congestion.
- 1.22 In response to the public and stakeholder consultation potential changes were identified and further stakeholder engagement was undertaken. The following amendments have been made to the draft master plan to produce the final master plan:
- Relocation of car parking to Woodfield Park. The proposed car park would be 94 spaces compared to the 99 spaces provided in the Cool Oak Lane car park.
  - Relocation of the high ropes course to Woodfield Park.
  - Include a new pedestrian crossing point along Cool Oak Lane to provide safe access between West Hendon Playing Fields and Woodfield Park.
  - Simplified pedestrian / cycle route through SSSI and relocation of proposed bird hides.
  - Include increased planting to create a 'buffer zone' between the ATPs and LNR.
- 1.23 In relocating the high ropes course to Woodfield Park, SLC has considered the potential impact upon the business case. Whilst it is assumed that there will be no impact upon the capital cost as a result of the relocation, it is likely to have some impact upon the revenue position.
- 1.24 In its previous location on West Hendon Playing Fields, it was assumed that it would be operated by an external leisure operator as part of the overall site offer to include the Community Sports Hub, adventure golf, ATPs etc. This would benefit from an existing management structure and sales team on the site and provide economies of scale and cross-selling opportunities as part of an integrated portfolio of facilities. With its location now being more remote from the Community Sports Hub, it is more likely to be managed on a standalone basis and may therefore attract additional management costs and potentially generate less income due to it being less 'visible' in terms of the wider offer on West Hendon Playing Fields.
- 1.25 The business plan previously developed by SLC projected an average annual surplus over a 10-year period of c.£87K for the high ropes facility. In view of the points above, SLC recommend that it would be sensible to assume a reduction in this surplus of c.£35K per annum as a result of the facility being relocated to Woodfield Park.

## **2. REASONS FOR RECOMMENDATIONS**

- 2.1 The recommendations in this report takes 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:
- 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.

- 2.2 It is recommended that Committee approves the final master plans for Barnet and King George V Playing Fields, and West Hendon Playing Fields, as full public and stakeholder consultation has been undertaken, and the final master plans incorporate changes that arose as a result of the public and stakeholder consultation.

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

- 3.1 The option of not agreeing the final 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 progress the development of the outline business cases. For each site this will include a more detailed proposal including the:
- Business case and financial model to support investment and revenue expenditure
  - Opportunities and eligibility for partnership funding from a variety of sources
  - Market testing of the facilities
  - Recommended procurement route to deliver the construction programme
  - Recommendation for management and site operation.
- 4.2 The Business Cases for the Sports Hubs for Barnet and King George V Playing Fields, and West Hendon Playing Fields will be reported to a future meeting of the Environment Committee and other Theme Committees as appropriate.

### **5. IMPLICATIONS OF DECISION**

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

- 5.1.1 The Corporate Plan “Barnet 2024”, which is for 2019-2024, has three outcomes, each of which has a number of priorities. The Sports Hubs project fits within two outcomes.
- “A pleasant well-maintained borough that we protect and invest in” and the priority of “Getting the best out of our parks and improving air quality by looking after and investing in our greenspaces”
  - “Our residents live happy, healthy, independent lives with the most vulnerable protected” and the priority of “Encouraging residents to lead active and healthy lifestyles and maintain their mental wellbeing”.

5.1.2 The Environment Committee five year strategic plan sets out how the priorities will be delivered by 2024.

- For the priority of “Getting the best out of our parks and improving air quality by looking after and investing in our greenspaces” the priority will be delivered by “Developing masterplans that deliver significant improvements to parks” and “Identifying sites for using green spaces to promote health and well being”.
- For the additional Committee priority of “Creating a healthy environment” the priority will be delivered by “Utilising the built environment and green infrastructure to promote active travel (such as walking and cycling routes) to support health improvement”.

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 of three sports hub master plans in Barnet. 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. 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 the two locations covered by this report.

5.2.2 In considering the masterplan proposals for Barnet Playing Fields and West Hendon Playing Fields 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.

5.2.3 The funding for the masterplan proposals will be through a blended approach, with funding being provided by a variety of different partners and bodies. SLC's Feasibility Studies, which are available on Barnet's Open Data Portal, set out potential funding routes at section 8.5. Opportunities and eligibility for partnership funding from a variety of sources will be further investigated as part of the OBC development for each location. 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 a future meeting of a theme committee. Funding bids will be made to Capital Board for consideration and Policy and Resources Committee for consideration and if appropriate their approval.

5.2.4 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.

5.2.5 The cost of SLC undertaking the Public and Stakeholder Consultation and producing the Final Master Plans is £35,781.50. This has been funded by the Council's Community Infrastructure Levy administration fund.

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. The development of Barnet and King George V Playing Fields, and West Hendon Playing Fields seeks to meet the objectives of the strategy as well as being self-financing.

### 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 final 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 "Barnet 2024" includes the council's Strategic Equalities Objective, which is: "that citizens will be treated equally, with understanding and respect, and will have equal access to quality services". 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 An equalities impact assessment has been undertaken for the potential Sports Hub at Barnet and King George V Playing Fields, which is attached as Appendix E. This initial assessment has found that there is no overall adverse impact as a result of the development of a Sports Hub at this location.

5.6.5 An equalities impact assessment has been undertaken for the potential Sports Hub at West Hendon Playing Fields, which is attached as Appendix F. This initial assessment has found that there is no overall adverse impact as a result of the development of a Sports Hub at this location.

## 5.7 Corporate Parenting

5.7.1 Not applicable.

## 5.8 Consultation and Engagement

5.8.1 Full public consultation and stakeholder consultation has been undertaken for each of the two draft master plans for eight weeks. The full consultation reports, for each of the two locations, are available on Barnet's Open Data Portal.

## 5.9 Insight

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

## 6. BACKGROUND PAPERS

6.1 The background papers are available on Barnet's Open Data Portal. Search for "Barnet and King George V Playing Fields – Addendum Report, Consultation Report and Draft Final Master Plan" and "West Hendon Playing Fields – Addendum Report, Consultation Report and Draft Final Master Plan".

6.2 [Environment Committee 14 March 2019 Papers](#) – including Item 8 Sports Hubs Master Planning, and the agreement to permanently relocate the Gaelic football provision to King George V Playing Fields, and carry out public and stakeholder consultation on the draft master plans for West Hendon Playing Fields, and Barnet and King George V Playing Fields..

6.3 [Environment Committee 28 November 2018 Papers](#) – including Item 11 Implementation of the Council's Parks and Open Strategy, and the update on the sports hubs master plans.

6.4 [Environment Committee 13 July 2017 Papers](#) – including Item 12 Implementation of the Council's Parks and Open Spaces Strategy, and the agreement that a master plan be developed for West Hendon Playing Fields and associated sites, and for Barnet Playing Fields and associated sites so as to create a Sports Hub and that blended funding streams are pursued.

6.5 [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.