

CANNOCK CHASE COUNCIL

CABINET

15 SEPTEMBER 2011

REPORT OF THE HEAD OF ENVIRONMENTAL SERVICES

APPLICATION FOR GRANT AID FOR THE DEVELOPMENT OF HEDNESFORD PARK FROM THE HERITAGE LOTTERY FUND

KEY DECISION –YES

1. Purpose of Report

- 1.1 The purpose of this report is to seek Members' retrospective approval for the submission of a Stage 1 Application to the Heritage Lottery Fund (HLF) Parks for People scheme for a £2,689,580.00 million grant from the HLF of which the HLF may fund 90% of the total costs of the project.

2. Recommendations

- 2.1 That Members grant retrospective permission for the submission of the Stage 1 Lottery Bid in August 2011.
- 2.2 To approve that the application is signed by the Corporate Director.
- 2.3 To approve Tom Walsh (Parks & Open Spaces Manager) as the official contact for the project.

3. Summary (inc. brief overview of relevant background history)

- 3.1 The Council approved the planning application from St Modwen to complete Phase 1 & 2 of the £50m 'Gateway' development to regenerate Hednesford Town Centre. Included within that approval were certain mitigation works to the front of Hednesford Park along the Victoria Street perimeter and improvements to the car park in Rugeley Road.
- 3.2 Officers have been approached by elected Members about the future development of Hednesford Park leading to an application for the coveted Green Flag Award.
- 3.3 The Environmental Services Priority Delivery Plan identifies the revision of existing Management Plans to retain the Council's four existing Green Flags. This means that there are no planned resources to develop a Management Plan for the Park.

4. Key Issues and Implications

- 4.1 Although the work to be undertaken to the perimeter of the park alongside Victoria Street is welcoming and will open the park up to new users, the rest of the park remains low quality.

The children's play area was last refurbished in 1997/1998 is just about serviceable and the skate park installed in 2001 is nearing the end of its useful life.

The paths are in good condition but are not completely circular which means half of the park is not accessible.

The tennis courts need refurbishing, the bowling greens are now redundant and there is no disabled access to these facilities or the Pavilion from the Rugeley Road entrance. With the impending loss of the access / parking off Victoria Street disabled access to the Pavilion will now not be possible.

The tree avenue is in decline and needs every other tree removing and replacing to regenerate this dominant feature of the Park.

The football pitches are in need of drainage and there is no where for footballers to train in the Park without going on the main pitches.

There is no signage in the Park and there are no catering facilities to encourage people to extend their visit to the Park.

The war memorial steps are proving difficult for war veterans to climb and the perimeter fencing needs restoration.

In short the Park is in need of major refurbishment if a Green Flag Award is to be obtained.

4.2 Scheme Details

Following annual public consultation since 2004 and various public meetings, officers have produced a Master plan (Annex 1) of what the park could look like with major funding. The latest meeting in July 2011 saw a number of residents galvanised into a 'Friends of Hednesford Park' which is an extremely positive step.

4.3 The Heritage Lottery Fund (HLF)

The HLF Parks for People programme requires applicants to work up projects in 2 stages. If the scheme detail outlined in this report is acceptable to the Trustees at the HLF, then the detail of the scheme will be worked up for a detailed Stage 2 Submission in 2012. A timetable of the process is included in Annex 2. At this stage the HLF can award development costs, of which the Council have bid for £71,600 (minus 5% CCDC contribution) to get the bid to a Round 2 standard.

5. Conclusion(s) and reason(s) for the Recommendations

- 5.1 Hednesford Park was identified as the most popular park in the 2005 Green Spaces Strategy.
- 5.2 The Park and the War Memorial have not received any major council expenditure (over and above revenue) since 1997/1998.
- 5.3 Officers have estimated that the work identified in the master plan (Annex 1) will cost in the region of £3.7 million. Works to be completed by St Modwen are estimated to be in the region of £239,925.

- 5.4 Included in the Councils Section 106 Capital Programme for 2011-12, 2013-14 is £68,920. Added to the estimated figure in 5.3, this allocates £308,920 for the development of Hednesford Park.
- 5.5 It is therefore proposed that this sum is used to work in partnership with HLF to investigate whether a scheme could be approved. This would require a sum in the region of £2,761,180 (inc. Development funding) from Heritage Lottery Fund for both Capital Works and additional Revenue over the five years of the Grant aid period.
- 5.6 The HLF have indicated that they will not fund improvements to the Sports facilities as they are mostly concerned with the restoration and conservation of the Heritage aspect of the Park. This does leave a shortfall of some £571,000 of which separate applications would need to be made to the respective sports organisations such as Sport England, Lawn Tennis Association and the Football Foundation.

6. Heritage Lottery Fund (HLF)

- 6.1 The Heritage Lottery Fund was set up in 1994 to distribute money raised by the National Lottery to heritage projects throughout the UK.
- 6.2 Under their Heritage Grants there are a number of grant programmes available. In all cases where the applicant is applying for more than 1 million pounds (as in our case); the applicant has to contribute at least 10% of the total bid cost.
- 6.3 The Parks for People Programme priorities state that an applicant must demonstrate that the park:
- is valued by the community as part of their heritage;
 - the park meets local social, economic and environmental needs; and
 - the park management actively involves local people.

6.4 Project Outcomes

The project must deliver **ALL** of the following **FIVE** outcomes:

- increasing range of audiences;
- conserving and improving the heritage value;
- increasing the range of volunteers involved;
- improving skills and knowledge through learning and training, and
- improving management and maintenance.

SCHEDULE OF ADDITIONAL INFORMATION

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Section 1

1. **Contribution to Council Priorities**

a) **Active and Healthy Lifestyles**

Research has shown that:-

20% of four year olds are overweight.

8.5% of six year olds and 15% of fourteen year olds are obese.

The evidence suggests that adult patterns of exercise are established early in life; this inactivity in youth can create problems in adulthood.

b) This scheme addresses this Council' priority by:-

2 new play areas.

1 new teenzone.

1 new artificial turf pitch to allow training.

3 improved football pitches, 2 adult, 1 junior.

50+ Active zones around the perimeter of the park.

A circular path network around the park to encourage walking, running.

Utilises a redundant bowling green.

Tackles the temporary/permanent Disabled exclusion from the pavilion/tennis courts/play areas.

c) The document Health Impact Assessment of Greenspace quotes the Chief Medical Officer's advice that "walking between 6 and 12 miles a week can reduce the risk of premature death by 20 to 30%". The National Health Service's Change4Life and Natural England's Natural Health Service campaigns seeks to promote the country's natural green space as sites which are key to improving health and reduce weight and stress-related diseases.

2. **Improved Living Environment**

a) A successful HLF bid must deliver all of the five outcomes detailed in section 6 of this report. All of these outcomes both singularly and collectively will lead to an improved living environment.

b) It is important to stress that the heritage value of Hednesford Park is key to this bid and this is why the new role of Community and Education Officer is proposed to deliver a programme of heritage learning and events based on the work of the proposed Research Officer.

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- c) The war memorial which already has a documented heritage value needs to be improved both in terms of awareness and access.
- d) Hednesford Park is open to all, regardless of ethnic origin, age, race, gender etc. and as such represents a democratic forum for all residents and society. From our limited research we have identified that the park acted a meeting place for a variety of events and fostered many social ties. However, like many urbanised areas these social dimensions of a park have been disappearing in that the park no longer shapes the cultural identity of Hednesford. By creating links with the Museum of Cannock Chase (mining heritage) and developing an events arena it is hoped to provide a sense of place for the local community.
- e) The very fact that this remains as the “green lung” of Hednesford allows the Council to easily improve the living environment through:-
 - i) Improved biodiversity.
 - ii) Flood control.
 - iii) Pollution control.
 - iv) Provide active/passive recreation.
 - v) Diversionsary activities for the youth.
 - vi) Aid the regeneration of Hednesford.
 - vii) Increase levels of educational achievement.
 - viii) Develop environmental schemes which address unemployment, access to skills and act as a restorative dimension to social cohesion.

Section 1

- 3) **Economic Resilience**
 - a) A high quality public environment can have a significant impact on the economic life of an urban area and the park has been identified as an essential part of the Regeneration Strategy for Hednesford.
 - b) It is anticipated that there will be an increased footfall from the Town Centre Regeneration whether through new employees from the retail sector or shoppers using nearby retail outlets. It is important that the quality of life in the geographic vicinity of businesses meets users' expectations. Indeed many current non-users of the park will be included in this increased footfall, which can lead to return visits.

- c) Research by the Halifax Building Society has indicated that houses near public open space can command up to an extra 15% in price since house buyers are willing to pay extra to be near green space.
- d) Economic prosperity is about increasing the tax base which can improve the community's infrastructure, facilities and services. Conversely an increased tax base can reduce the level of taxes that existing residents pay by spreading the cost of the enhanced facilities over a wider tax base.
- e) There are also a number of one-off benefits in terms of employment and equipment sales should the scheme progress to Stage 2.

Although the Business Model for the proposed café has not been developed to a great extent it is envisaged that this will be operated on a commercial franchise basis creating local employment and income for the Council. Similarly the events area and artificial turf pitch could be marketed on a commercial basis but this would depend on the terms and conditions of any Grant Aid received where free community use may be stipulated.

4) **Transforming the way services are provided to ensure value for money**

- a) "85% of people surveyed by CABE felt that the quality of public space and the built environment has a direct impact on their lives and on the way they feel". With 33 million people making 2.5 billion visits to urban green spaces, this places a great pressure on the District Council. Conversely the Government's Urban Task Force stated that "the general perception of our public environment is that it is run down and unkempt – a fact that contributes to a widespread dissatisfaction with urban life".
- b) Our own consultation undertaken since 2004 has not concurred with this view, although there has been a consistent view that the park lacks quality in certain areas, e.g. toilets, no café, poor play facilities, etc.
- c) In order to transform the way we deliver this service we need to establish an inclusive approach to the design and management of Hednesford Park.
- d) Key to this is engaging with our partners and users to share our vision and deliver some of these services, apart from those that can be provided on a commercial basis. For every £1 local authorities spent on parks we save the NHS £7 and so with the current Public Health Reform and Joint Commissioning it is important that the District Council can provide that level of support.
- e) The HLF Parks for People cites as one of their three priorities:
 - i) "the park management actively involves local people"

This is at the heart of the Inclusive Design and Management referred to in 4.c of this section. Managed walks, volunteer programmes and events are all features of the bid submitted to HLF and are a different approach to our current methodology of service delivery.

- f) There is also potential for some "Self Rule" to operate in the park in the provision of a bowling green. Under this approach a Bowling Club would operate the letting and

maintenance of the bowling green but keep all the income. A Policy Option saving in 2009 and 2010 now means the Council do not provide any bowling greens due to the high subsidy per user. This method of operation would reintroduce the heritage aspect of a bowling green to Hednesford Park without the associated costs of maintaining the bowling green.

Section 2

2 Contribution to Promoting Community Engagement

- a) The Council has a wealth of data about both users and non-users and would need to formulate an Audience Development Plan if successful at Stage 1.
- b) The Project Team for a Stage 2 delivery would include a member(s) of the Friends of Hednesford Park. An Access Plan and Access Statement would be produced in consultation with disability groups.
- c) Physical improvements aside, there would be consideration of the social barriers and intellectual barriers, e.g. lack of interpretation alongside the visitor experience.
- d) As part of the Stage 1 bid, we have included for a 12 month post of Research Officer. This post would research and develop the heritage value of the park both in physical and natural environment. This would involve heritage days where the Council would engage with the community about their memories of the park and a CD of oral history would be developed and disseminated at libraries, schools and local history societies.
- e) The bid has also allowed for two new posts in addition to the Research Officer, namely:-
 - i) A Community and Engagement Officer
 - ii) A Community Gardener
 - iii) These posts would lead a programme of engagement with local schools, volunteer groups, Parish Council and local businesses. The volunteer schemes proposed within the bid would focus on the attainment of skills through horticultural knowledge, learning and training. Based in the park, both postholders would have daily contact with the public and the parks contractor. The parks contractor operates an apprenticeship scheme and is supportive of this approach.

Section 3

3. Financial Implications

- 3.1 The Bid process is split into two stages. Phase 1 the Council submits a proposal for grant funding which will be determined by Heritage Lottery Fund (HLF) Trustees in December 2011. The Council has submitted a scheme bid totalling £2,689,580 and now seeks retrospective approval. Of the bid total HLF would only award up to 90% of this figure with the remaining 10% (£268,958) being a match funded contribution from the Council. However, the Council have applied for an 89% grant taking into account

the match funding it already has in place choosing to contribute 11% match funding (£295,854).

- 3.2 If the Council is successful in Phase 1 then HLF could award a further sum of up to 95% of £71,600 with 5% being match funded by the Council. This development grant to be used to work up a detailed proposal for submission in Phase 2 by 31 August 2012.
- 3.3 A summary of the development cost of £71,600 and works cost of £2,689,580 is given below:

Stage 1 Bid Costs					Stage 1 Funding Split		
	Development Costs £	Delivery Costs £	Other Costs £	Total £	HLF 95 %	MATCH 5 %	Total £
Development to Phase 2	71,600	0	0	71,600	68,020	3,580	71,600
					HLF 89 %	MATCH 11 %	
Capital and revenue	0	2,288,887	400,693	2,689,580	2,393,726	295,854	2,689,580
Total	71,600	2,288,887	400,693	2,761,180	2,461,746	299,434	2,761,180

A summary of the funding partners and funding contributions is given below:

Stage 1 Bid	£
Funding Partner	Funding Contribution
Cannock Chase District Council S.106	£55,929
St Modwen Contribution	£239,925
Sub Total Match Funding (11%)	£295,854
Heritage Lottery Fund Grant (89%)	£2,393,726
Stage 1 Total Works Estimated Cost	£2,689,580
Stage 2 Development Bid	£
Funding Partner	Funding Contribution
Cannock Chase District Council S.106 (5%)	£3,580
Heritage Lottery Fund Grant (95%)	£68,020
Stage 2 Total Development Cost	£71,600

- 3.4 HLF have indicated they will not fund improvements to sporting facilities and so some desired elements planned for Hednesford Park to the value of £571,000 can not be funded at this stage. Consideration of bids to other funding organisations such as Sport England, Lawn Tennis Association and Football Foundation should be explored.
- 3.5 If the Phase 1 bid is successful the Council will need to consider any additional on going revenue implications that could result post full implementation of the scheme in future years for example increased maintenance and repairs. Compensatory budget savings would have to be made to fund any increased revenue budgets.

Section 4

4. Legal Implications

Section 2(1) of the Local Government Act 2000 provides local authorities with the power to do anything which they consider likely to achieve the promotion or improvement of the economic, social or environmental well-being of their area, having regard to their sustainable community strategy prepared pursuant to Section 4 of the Act. The power is wide ranging and establishes the legal framework to enable local

authorities to improve the quality of life, opportunity and health of their local communities.

Ultimately it is for the Council to decide whether any particular action will achieve the promotion or improvement of well-being, taking account of local circumstances and the needs/wishes of the local community. It includes the power to incur expenditure and to enter into arrangements or agreements with any person as proposed in the report.

Section 5

5. Human Resource Implications

- 5.1 There are no Human Resource implications arising from the Stage 1 bid as this has been undertaken using existing financial resources. However, if successful at Stage 1 the Council could receive a Development Grant of £71,660; £34,830 of which would be used to employ a Project Manager (part-time) and a Research Officer for 12 months. The landscape brief and detailed planning stage would be undertaken in-house by an officer in the Environment Services Landscape Team. As this officer supplies advice to the Planning Department on a cost recovery basis £18,550 has been allocated for backfilling of this post.

At Stage 2, the following posts have been allowed for in the bid:-

Community and Education Officer (F/T 5 years)

Community Gardener (F/T 5 years)

Project Manager (P/T 2 years)

The grading for these posts has not been confirmed at the present time. As and when job descriptions are prepared for the posts they will be subject to the Council's job evaluation scheme which will establish the grading structure and confirm the cost of each.

Any post is occupied by one post holder for more than two years may attract a redundancy payment upon the cessation of the post. Potential redundancy costs should be recognised within the overall budget for the project.

Section 6

6. Section 17 (Crime Prevention) Implications

- 6.1 The Council is obliged to consider activities which may lead to reduction in anti-social behaviour. Understanding the barriers to use have been built into this scheme ensuring play areas and the bowling green would be fenced but the floodlit teen zone would be available throughout the year when other activities are likely to close. The fear of groups of children and to much lesser extent crime deters many people from using parks. This is more the case with particular vulnerable groups and it is recognised that good design and management can allay these fears. The scheme would be considered by the Police and Fire Service to ensure any areas of concern are designed out.

Section 7

7. **Human Rights Act Implications**

- 7.1 There are no direct implications in respect of the Human Rights Act 1998 arising from this report.

Section 8

8. **Data Protection Act Implications**

- 8.1 There are no identified implications in respect of the Data Protection Act.

Section 9

9. **Risk Management Implications**

- 9.1 The conditions around the HLF Parks for People Programme ensure that risk is assessed continually throughout the project. The risks associated with the project revolve around the bid being unsuccessful and only the works associated with the works by St. Modwen along Victoria Street been undertaken. This would leave the Council failing to meet its DDA requirements in respect of the access to the pavilion, bowling greens and tennis courts.

Section 10

10. **Equality and Diversity Implications**

- 10.1 The scheme will acknowledge diversity and difference awareness and design out barriers to equality and diversity.

Section 11

11. **List of Background Papers**

- 11.1 People, Places and their Green Spaces – CLG, BTCV, Green Space and Keep Britain Tidy

The Value of Public Space – Cabe Space

Conservation Management Planning Integrated Plans for Conservation work, physical access, management and maintenance at heritage sites – Heritage Lottery Fund

Parks for People, Grants between £250,000 and £5 million, Introduction and help notes – HLF

Section 106 Environmental Schemes – Capital Programme 2011-12, 28/4/2011

Section 12

12. **Report History**

12.1 Other options will be required for grant aid to develop the community sports facilities in the park which is estimated at £571,000.

Report Author

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Annexes

Annex 1: Masterplan of Park

Annex 2: Timetable for Proposed Project

ANNEX 1 Draft Master Plan for Hednesford Park



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Subject: HEDNESFORD PARK -	
Drawing Title: DEVELOPMENT MASTER PLAN	
Drawing No: PR - HB - 010 -	Scale: 1 : 1500 @ A3

Annex 2 Hednesford Park HLF bid Outline project timetable

Hednesford Park HLF bid Outline project timetable Annex 2.

to 2nd round of application

	2010		2011					2012										
	Dec	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	April	May	June	July	Aug
Dev pre app	█																	
Pre app submitted		█																
Meeting with HLF			█															
Dev Stage 1			█	█	█	█												
Stage 1 submitted						█ 31												
HLF decision										█								
Dev stage 2										█								
Publicity										█								
Develop stage 2 RIBA C										█								
Recruit posts for development work											█	█						
Tender/quotes											█	█						
Engage professionals												█	█	█	█	█	█	█
Heritage research													█	█	█	█	█	█
Architect plans													█	█	█			
Master Plan													█	█	█	█	█	█
Project Board meet											█	█	█	█	█	█	█	█
Project management												█	█	█	█	█	█	█
RIBA D												█	█	█	█	█	█	█
Planning Permission												█	█					
10 year costed management & maintenance plan																█	█	█
Dev detailed activity plan												█	█	█	█	█	█	█
Dev detailed training															█	█	█	█
Dev detailed costs																█	█	█
Dev detailed risk assessment																	█	█
Dev proposal for acknowledging HLF support																	█	█
Stage 2 submitted																		█ 31