



Haringey Council

[No.]

Agenda item:

CABINET

On 16th June 2009

Report Title: Playbuilder Project

Report of : **Mun Thong Phung, Director of Adult, Culture & Community Services.**

Signed : _____

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Wards(s) affected: **All**

Report for: **Key Decision**

1. Purpose of the report

- 1.1 To agree the investment of the Playbuilder funding for the development of eleven (11) new or existing play sites/spaces in the Borough as identified in section 4.1 and Appendix 1.
- 1.2 To endorse the process for identifying a further eleven (11) play sites/spaces in Haringey as set out in section 5.3 for Year 2.
- 1.3 To waive Contract Standing Order 11.03 and delegate authority for the awarding of contracts over £250,000 to the Director of Adult, Culture and Community Services and the Lead Members for Leisure, Culture and Lifelong Learning and Children and Young People.
- 1.4 To not seek a financial contribution from leaseholders towards the capital costs of Playbuilder Schemes located on housing estates.

2. Introduction by Cabinet Member (if necessary)

- 2.1 Playbuilder is a Department of Children, Schools and Families (DCSF) funded project for three years from 2008 – 2011. The intention is to develop high quality and safe public play spaces for children and parents. Developments are expected to be complete or substantial, replacing old equipment for new or the building of a completely new play area.
- 2.2 The London Borough of Haringey has been awarded a capital grant of £1,138,000 and revenue of £46,000 over the next 2 years. We are charged to provide a minimum of 22 projects during the length of the Playbuilder programme. In the first year, the

DCSF requires a minimum of eleven play spaces to be completed and in use by 31 March 2010.

- 2.3 The Playbuilder grant along with already secured match funding over the 2 years of £550,000 from Haringey's capital fund will enable us to support the capital investment needs required to improve play spaces across the borough.

3. State link(s) with Council Plan Priorities and actions and /or other Strategies:

- 3.1 The Play Strategy sets out Haringey's strategic vision for Play, recognising the importance of play for the individual child and its strategic significance in contributing to the improvements set out in the strategic plan for Children and Young People in Haringey: Changing Lives¹. Play is recognised as being an important process and tool which can help improve the quality of children's, family and community life.
- 3.2 LB Haringey's Revised Deposit Unitary Development Plan recognises that "everybody in the borough should have good access to well-maintained, good quality, and sustainable open space" (section 7.2) and that "play spaces and open spaces predominantly for the benefit of children are often undervalued, and as such have been seen as a disposable resource. However, there continues to be a shortage of both supervised and unsupervised play spaces throughout the borough. It is important that adequate, suitable and safe play spaces for children are not unduly lost from the borough, and that new areas are provided where additional development creates a demand for them (section 8.32).
- 3.3 The Open Space Strategy recognises that open space, both within parks and on housing estates, provides major opportunities for both fixed play and informal play provision and that visiting a playground is one of the principal reasons for visiting a park (point 2.15)
- 3.4 The Sustainable Community Strategy² and Changing Lives – our children's plan states: "that children need safe places to play and that we need to make our roads safer and provide facilities they enjoy using".
- 3.5 The above strategies for all services outside statutory schooling and play, are central to the play strategy. This brings together opportunities in our newly established children centres, integrated youth services, extended schools and play. The Strategy takes account of the significant projected increases in child population over the next ten years and assesses existing provision in the light of emerging population changes recognising that playable space needs must be addressed as part of a balanced approach to urban management and place shaping.

4. Recommendations

Cabinet is recommended to approve the following:

- 4.1 To confirm the eleven Year 1 sites identified for Playbuilder investment in 2009 – 10. These are:
- Hartington Park N17 - Tottenham Hale
 - Tewkesbery Road N15 – St Ann's
 - Paignton Park N15 – Seven Sisters
 - Tower Gardens N17 - White Hart Lane
 - Bruce Castle Park N17 – White Hart Lane

¹ Changing Lives : the Haringey children and young people's plan 2006-09

² Sustainable Community Strategy 2007-2016: Haringey Council

- West Green Open Space N15 - St Ann's
 - Appleby Close (HFH site) N15 – St Ann's
 - Railway Fields N4 - Harringay
 - Campsbourne Estate (HfH site) N8 - Hornsey
 - Lordship Rec. N17 – West Green
 - Muswell Hill Playing Fields N10 – Muswell Hill
(see Appendix 1 for indicative levels of capital investment)
- 4.2 The development of an open bidding process, using agreed criteria for prioritising sites, for the year 2 programme.
- 4.3 Waiver of Contract Standing Order 11.03 and delegate authority for awarding contracts over £250,000 to the Director of Adults, Culture and Community Services and the Lead Members for Leisure, Culture and Lifelong Learning and Children and Young People.
- 4.4 Not recharging leaseholders for a contribution towards the capital costs of the improvement works on housing estates.

5. Reason for recommendation(s)

- 5.1 Delivering the eleven year 1 sites will be challenging because of the limited time available for delivery to the end of March 2010. The key stages for each project to work through are: Consultation, design, preparation of tender documentation, tendering, tender evaluation and report, seeking approval to spend, preparation of contracts, contractor lead in time and works on site. Because of this challenging timetable, it will be essential to confirm Year 1 sites in June. The initial programme for all the proposed sites is attached at appendix 2.
- 5.2 There is no time or funding tolerance for the programme. Capital monies allocated during 2009 -10 must be spent within the year – all first year projects must be completed and in use by 31 March 2010. There is a severely limited facility for carrying forward monies into the next financial year and any unspent money must be returned to the DCSF.
- 5.3 For year 2 sites, an open bidding process will seek development proposals from any organisations that could fulfil the Playbuilder criteria and would include:
- Parks & Open Spaces
 - Housing Estates
 - Housing Associations
 - Community and voluntary sector organisations
- All sites would be required to demonstrate that works can be completed within the required timescale and that there is a maintenance schedule in place.
(For indicative purposes, a list of possible year 2 sites is attached as Appendix 3).
- 5.4 The programme procurement approach has been considered by officers, including from the Council's Corporate Procurement Group, and external designers. The key factors taken into account in determining the approach have been the Playbuilder criteria, obtaining value for money and the ability of a single contractor to deliver all the year one sites. This is considered further in section 6 of the report.
- 5.5 A key criteria of the Playbuilder programme is that the improved site offers open access to all children and young people who may wish to use it. This indicates that even where an improved site is located on a housing estate that it can and will be used by children and young people not living on the estate.

Research with other London Councils who have already implemented a year 1 programme indicates that leaseholders have not been recharged for schemes based on housing estates. For this reason, it is proposed that, for the Playbuilder programme, that contributions will not be sought from leaseholders.

6. Other options considered

6.1 The principal options reviewed have been against the selection of sites and the approach towards procurement.

6.2 In respect of site selection, initial consideration was given to having an open bidding process for the whole programme in years one and two. However because of the time constraints to deliver the year one programme and the potential risk of losing funding in the event of non delivery, it was not considered feasible to have an open process for year one of the programme.

6.3 In respect of the approach towards procurement, the following elements were considered:

- Core criteria for the Playbuilder scheme including involving the community, including young people in the design, the emphasis on “natural” play and the need for designs to integrate with their surrounding environment. All these factors mitigate against an “off the shelf” approach
- Securing value for money - Tendering each project individually would reduce opportunities for the economies of scale that could be obtained by batching projects together
- Reducing the risk of not completing projects by 31/03/10 Engaging a single contractor for all the projects would increase this risk in the event of poor performance by the contractor

The approach now agreed is to batch the individual projects into 2 main contracts and to tender to contractors on the Council’s pre qualified list of landscape contractors.

The tender will be assessed using price and quality measures.

7. Summary

7.1 The Haringey Play Strategy aims to meet the play and learning needs of children and young people. This strategy signified the start of a four year planning process and local partnership that will ensure that the future child population will be adequately served with good quality, accessible play provision.

7.2 The Play Strategy was endorsed by Cabinet in December 2006 and links to the Children and Young People’s Plan, the Open Space Strategy, and the recently announced NI 199 that measures satisfaction with play provision.

7.3 Playbuilder is a Department of Children, Schools and Families (DCSF) funded project for three years from 2008 – 2011. The intention is to develop high quality and safe public play spaces for children and parents. Developments are expected to be complete or substantial, replacing old equipment for new or the building of a completely new play area. This will build upon investment made by the Council and external funders in recent years across a range of parks and open spaces including Markfield Park, Chestnuts Park, Priory Park, Finsbury Park, Lordship Rec, Russell Park and Belmont Rec.

7.4 The following criteria applies to all Playbuilder project sites:

- Funding must be used to develop new or existing public play area
- space within Haringey;
- Play spaces must be open, free and accessible;
- There must be local need and strong support for the play space from the local community;
- Must be able to demonstrate how children, young people, parents and the local community will be engaged in the design and construction of facilities;
- The play space needs to be innovative and exciting with both stimulating and natural play equipment and landscaping to ensure the site will provide physically active play opportunities which are attractive to children, including 8 – 13 year olds;
- Need to demonstrate how play spaces will be maintained once the funding has been used.

7.5 As part of the project development process, a ward based needs assessment exercise has been undertaken using a number of relevant criteria in order to help determine relative need for new or enhanced provision in different parts of the Borough this included levels of obesity, car ownership, deprivation, number of children in area, overcrowding, deficit of play provision, household tenure, play area per 1,000 of 0 – 16 year olds and the quality of play provision (please see Appendix 4).

However for a number of reasons, this should be regarded as indicative rather than providing concrete evidence of need. These reasons include:

- Analysis at ward level may not be indicative of circumstances at more localised levels
- Conversely some sites have a catchment that draws users from a number of wards

8. Chief Financial Officer Comments

- 8.1 This report requests authorisation to agree the investment of Playbuilder funding and Council capital resources for the development of eleven new or existing play sites/spaces in the borough. The Department for Children, Schools and Families (DCSF) has awarded Haringey Council capital funding of £1,138k and revenue funding of £46k to fund 22 Playbuilder projects over a 2 year period.
- 8.2 In addition to DCSF funding, during its recent Pre-Business Planning Review Process, the Council agreed to allocate capital funding of £550k (£275k per annum) to this project for 2 years commencing 2009/10.
- 8.3 The first phase of this project identifies 11 sites with a total investment cost of £810k, within the total funding allocation. However, ongoing revenue costs to maintain these sites on an on-going basis must be considered and revenue funding identified.
- 8.4 As further sites are identified for year 2 of the project a subsequent report should be presented and financial implications sought.
- 8.5 This report also requests waiver of Contract Standing Order 11.03 to allow the Director of Adult, Culture and Community Services and Lead Members for

Leisure, Culture and Lifelong learning and Children and Young People to award contracts in excess of £250k. If Cabinet agree to waive this standing order at the point of awarding any contracts a full report should be presented to the Director and Members detailed above including consideration of value for money.

9. Head of Legal Services Comments

- 9.1 Leaseholder issues: The Council as landlord is in principle able to charge leaseholders for a proportionate part of the cost of works carried out on Estates irrespective of the source of funding for the works or of the fact that the resulting play areas are to be open access.
- 9.2 The proportionate costs above £250 per leaseholder per financial year can only be recovered if leaseholders have been formally consulted in writing in accordance with the Service Charges (Consultation Requirements) (England) Regulations 2003. The Regulations require 60 days for leaseholder consultation prior to work commencing on site or a contract being signed, whichever comes first.
- 9.3 There are procurement considerations to the Playbuilder project identified in the Options for Consideration at paragraph 6.3 on page 4. In order to obtain better value it is envisaged that the contract is to be packaged and the value of the contract to be awarded may be over £250,000. A decision to award any contract over £250,000 may be awarded by the Cabinet in compliance with CSO 11.03.
- 9.4 Under CSO 6.06 no contract shall be let unless the expenditure involved has been fully considered and approved and sufficient money has been allocated in the relevant budget.
- 9.5 The Council has secured funding from external funding body and therefore are required to comply with CSO 6.2 and follow the Contract Standing Orders for procurement of these works.
- 9.6 Under CSO 6.05, except as otherwise provided, contracts with an estimated value of more than £25,000 (twenty-five thousand) must be let following a competitive tendering process in accordance with the procedures set out in these Contract Standing Orders and any guidelines or Codes of Practices issued from time to time under these Standing Orders.
- 9.7 Obtaining a decision via the Cabinet Procurement Committee would add between one to two months to what is already a very tight timetable. For this reason, approval to waive Contract Standing Order 11.03 and delegate authority for awarding the contracts over £250,00 to the Director of Adults, Culture and Community Services and the Lead members of Leisure, Culture and Lifelong Learning and Children and Young People is sought.
- 9.8 The Cabinet may agree a waiver of these Contract Standing Orders under CSO 7.02(a)
- 9.9 The Head of Legal Services confirms that, subject to funding, there is no legal reasons preventing members from approving the recommendation as to the

waiver of the proposed Contract Standing Orders set out in paragraph 1.

10 Head of Procurement Comments

- 10.1 The current pre-qualified list of contractors will enable the Council to tender the services expediently however it should be noted that this list is due to be re-advertised shortly.
- 10.2 By tendering from this list contractors will have been checked for financial stability through Dun and Bradstreet.
- 10.3 By amalgamating the contracts, which is good practice, the Council should benefit both from reduced tender costs from the design team and reduced preliminary costs from the tenderers.
- 10.4 Tenders should be considered by use of a quality and price evaluation process
- 10.5 The Cabinet Procurement Committee can waive standing order CSO 11.03 under CSO 7.02 (a) to delegate to the Director of Adult, Culture and Community Services the award of contracts over £250,000.

11. Equalities and Community Cohesion Comments

- 11.1 A ward based needs assessment exercise has been undertaken in order to assist in determining the relative levels of need for new or enhanced provision in different parts of the Borough.
- 11.2 Well used play sites provide a practical demonstration of the role of play facilities in promoting community cohesion as they are used by children and their parents from all ethnic backgrounds
- 11.3 As part of the project implementation, work is planned to be undertaken with children and parents through the Council's network of Children's Centres to help parents to play more effectively with their children. The aim is to target this intervention towards those parents who might have the greater need.
- 11.4 The potential to influence contractors to use local unemployed people for the construction works will be explored as part of the procurement process.

12. Consultation

- 12.1 Extensive consultation is due to take place during June and July 2009 with a range of play road-shows, school visits and drop in sessions.
- 12.2 Consultation has already taken place with Members and the Lead Member for Children and Young People.
- 12.3 Consultation has already taken place with Procurement, with regards procuring the initial 11 projects.

13. Service Financial Comments

- 13.1 Confirmation of grant funding has been received from DCSF.
- 13.2 Maintenance of play sites in parks and open spaces and on housing estates is undertaken through a specialist team based in Recreation Services. For Homes for Haringey, this work is chargeable as part of a wider service level agreement for grounds maintenance. Any change in maintenance costs arising from the proposed investment will form part of the project development process. On Homes for Haringey sites, if additional levels of maintenance are required this will need to be formalised through revision of the service level agreement

14. Use of appendices /Tables and photographs

- Appendix 1 Proposed Year 1 sites and levels of investment (.doc)
Appendix 2 Year 1 programme key tasks (.xls)
Appendix 3 Possible Year 2 sites (.doc)
Appendix 4 Ward based needs assessment (.doc)

15. Local Government (Access to Information) Act 1985

- 15.1 Haringey Playbuilder Programme files

Appendix 1
Proposed Year 1 sites and levels of investment

Name of Site	Ward	Playbuilder Capital Allocation	LBH Capital Allocation	Total Investment
Hartington Park N17	Tottenham Hale	40,000	30,000	70,000
Tewkesbery Road N15	St Anns	30,000	20,000	50,000
Paignton Park N15	Seven Sisters	35,000		35,000
Tower Gardens N17	White Hart Lane	30,000	35,000	65,000
Bruce Castle Park N17	White Hart Lane	100,000	70,000	170,000
West Green Open Space N15	St Anns	40,000	45,000	85,000
Appleby Close (HFH site) N15	St Anns	40,000	0.00	40,000
Railway Fields N4	Harringay	10,000	20,000	30,000
Campsbourne Estate (HfH site) N8	Hornsey	40,000	0.00	40,000
Lordship Lane Rec. N17	West Green	20,000	0.00	20,000
Muswell Hill Playing Fields N10	Muswell Hill	150,000	0.00	150,000
Contingency	-		55,000	55,000
		£535,000	£275,000	£810,000

Appendix 3

Possible Year 2 sites

- Down Lane Rec
- Wood Green Common
- White Hart Lane Rec
- Downhills Park
- Stationers Park
- Ducketts Common
- Edith Road/ Springfield Park
- Stamford Close (HfH site)
- Northumberland Park (various HfH sites)
- Chettle Court (HfH site)

Appendix 4

Ward Based needs assessment for play provision

	Ward	Obesity*	Car Ownership	Deprivation*	No. Children in area*	Overcrowding	Deficit of Play Provision**	Household Tenure	Play Area / '000 0 - 16 yr olds	Quality of Play Provision	Total	RATING
1	Alexandra	4	1	2	14	1	20	1	1	1	45	18
2	Bounds Green	16	2	8	14	3	20	3	4	2	72	=4
3	Bruce Grove	16	3	8	18	4	15	3	5	3	75	3
4	Crouch End	10	2	2	4	2	25	2	5	2	54	14
5	Fortis Green	4	1	2	14	1	25	1	5	3	56	=12
6	Harringay	10	4	6	4	3	15	2	1	1	46	17
7	Highgate	6	1	2	8	2	25	1	2	2	49	16
8	Hornsey	12	2	6	10	2	25	4	3	2	66	7
9	Muswell Hill	4	1	2	8	1	25	1	4	4	50	15
10	Noel Park	18	5	8	10	4	20	5	5	5	80	2
11	Northumberland Park	10	5	10	20	5	10	5	3	4	72	=4
12	Seven Sisters	14	4	8	20	5	5	4	1	2	63	9
13	St Anns	16	4	8	8	4	10	3	2	5	60	11
14	Stroud Green	6	2	6	4	2	15	3	1	3	42	19
15	Tottenham Green	12	5	10	12	5	5	5	3	5	62	10
16	Tottenham Hale	20	4	10	20	4	15	4	4	5	86	1
17	West Green	8	3	4	16	5	10	4	2	4	56	=12
18	White Hart Lane	14	3	4	18	3	15	5	4	4	70	6
19	Woodside	12	3	4	14	3	20	2	4	3	65	8

Weighting

Each factor is scored between 1 – 5.

* = score multiplied by 4

** = score multiplied by 5