



Agenda item:

CABINET

On 23rd February 2010

Report Title: Playbuilder Project Year 2

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 a further eleven (11) new or existing play sites/spaces in the borough for Year 2 as identified in section 4.1 and Appendix 1.
- 1.2 To agree to waive leaseholder consultation requirements with reference to funding contributions on the basis that if this is not agreed any external funding for improving play facilities on estates will be lost, as this will not comply with the Playbuilder funding criteria.

2. Introduction by Cabinet Member (if necessary)

- 2.1 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.
- 2.2 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.
- 2.3 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.

2.4 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 we developed eleven play spaces and during year 2 the development of a further eleven play spaces need to be developed, completed and in use by 31 March 2011.

2.5 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 7.1) 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.

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 2 sites identified for Playbuilder investment in 2010 - 11.

These are:

- Down Lane Park - Tottenham Hale
- The Sandlings Estate (HfH site) – Noel Park
- Wood Green Common – Noel Park

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

² Sustainable Community Strategy 2007-2016: Haringey Council

- Partridge Way Estate (HfH site) – Bounds Green
- Bailey Close (MHT – RSL) – Bounds Green
- Thetford Close (HfH site) - White Hart Lane
- Markfield Project (Community Organisation) – Seven Sisters
- Stamford Close (HfH site) – Tottenham Green
- Ducketts Common - Haringay
- Carlton Lodge (HfH site) – Stroud Green
- Stationers Park – Stroud Green

(see Appendix 1 for indicative levels of capital investment)

Development on all the above sites will be dependant on consultation and local support therefore a further two sites have been selected as reserve sites should any of them not be fully supported

- Downhills Park
- Finsbury Park

4.2 Not recharging leaseholders for a contribution towards the capital costs of the improvement works on housing estates.

5. Reason for recommendation(s)

5.1 As agreed by Cabinet in June 2009 Playbuilder sites for Year 2 have been identified through an open-bidding /application process which took place during September/November 2009. The strength of this process was that it allowed the broadest range of organisations from across all sectors – public, voluntary and community to put forward sites for potential development.

5.2 Sixteen separate applications were received. Each Application was then evaluated using the following process:

- A Ward Based Needs Assessment – as agreed for Year 1, which 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. However, for a number of reasons, this should be regarded as indicative rather than providing concrete evidence of need. An analysis at ward level may not be indicative of circumstances at more localised levels and conversely some sites have a catchment that draws users from a number of wards. (See Appendix 2: Ward Based Needs Assessment).
- A Play Value Assessment –looked at each site in terms of current offer; current play value; safety and security and the potential for an alternative site / location. This was undertaken by an independent play expert. (See Appendix 3: Play Value Assessment).
- Evaluation / Selection Panel – this comprised of representatives from Children Services, Recreation Services, Youth Prevention, Play Development and Voluntary Sector Play Sector. This panel utilising the assessments above, was tasked with putting forward eleven play sites for Playbuilder investment in 2010 – 11 plus two reserves. (see Appendix 1: Proposed Year 2 sites and Investment)

5.3 There is very little time and no funding tolerance for the programme. Capital monies allocated during 2010 -11 must be spent within the year – all second year projects must be completed and in use by 31 March 2011. All of these projects will provide positive outcomes for local communities, young people and families where an improvement in

play value can yield substantial impact to quality of life in that locality.

5.4 The indicative timetable for programme delivery is set out below:

Task	Date
Contracts / SLA issued	April 2010
Initial Consultation	April 2010
Draft Designs	April/May 2010
Final Consultation	May 2010
Final Design	June 2010
Project Briefs & Specifications	June/July 2010
Tendering	August /September 2010
Procurement Committee	September / October 2010
Contracts awarded	End October 2010
Works commence	November / December 2010
Works completed	January / February 2011
Opening / Launch	March 2011

There will be no capacity to carry over any monies not spent by March 2011. This timetable illustrates how crucial it is that this programme is tightly managed and that any slippage may require a waiver of standing orders in respect of contract value awards.

5.5 The procurement strategy has still to be determined. It is likely due to the wide range of different organisations involved that works packages both for design and construction will be approached on the basis of individual sites and also grouping a number of sites together. However, on the basis that better value for money can be obtained by grouping, it is likely that for part of the programme the value of works to be awarded to a contractor may be over £250,000 which, based on Contract Standing Orders would require a decision to award the contract from the Council's Procurement Committee.

5.6 All schemes would be subject to a formal funding agreement with the relevant delivery organisations that is approved by the Council's Head of Legal Services in order to provide protection and indemnity against the potential loss of external funding in the event of a failure to complete schemes by March 2011.

5.7 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. As with previous research and as per the procedure for year 1, leaseholders will not be recharged for schemes based on housing estates. For this reason, approval to waive statutory leaseholder consultation requirements with reference to funding contribution on the basis that if this is not agreed any external funding for improving play facilities on estates will be lost , as this will not comply with the Playbuilder funding criteria

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 the approach towards procurement, the following elements were considered:

- Core criteria for the Playbuilder scheme: includes 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 31/03/11. Engaging a single contractor for all the projects would increase this risk in the event of poor performance by the contractor

Works packages both for design and construction will be approached on the basis of individual sites and also grouping a number of sites together. Contractors on the Council's pre-qualified list of landscape contractors will be used and contracts 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 agreed by Cabinet in June 2009 Playbuilder sites for Year 2 have been identified through an open-bidding / application process. The strength of this process was that it allowed the broadest range of organisations from across all sectors – public, voluntary and community to put forward sites for potential development. Sixteen separate applications were received. Each Application was then evaluated using a Ward Based Needs Assessment and A Play Value Assessment and an Evaluation / Selection Panel utilising the assessments were tasked with putting forward eleven play sites for Playbuilder investment in 2010 – 11 plus two reserves.

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, as the second year in a two year programme. 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 the 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 £275k to this project for 2010/11.
- 8.3 This phase of this project identifies a further 11 sites in order to complete the two year programme, which will be met from the capital allocation. However, ongoing revenue costs to maintain these sites on an on-going basis must be considered and revenue funding identified.

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 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.
- 9.4 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.
- 9.5 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.

10. Equalities and Community Cohesion Comments

- 10.1 A ward based needs assessment exercise and a play value assessment 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.
- 10.2 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
- 10.3 The potential to influence contractors to use local unemployed people for the construction works will be explored as part of the procurement process.

11. Consultation

- 11.1 Extensive consultation is due to take place during April / May 2010 with a range of play road-shows, school visits and drop in sessions.
- 11.2 Consultation has already taken place with the Lead Member for Children and Young People.

12. Service Financial Comments

- 12.1 Confirmation of grant funding has been received from DCSF.
- 12.2 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 budget/forecast 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

13. Use of appendices /Tables and photographs

- Appendix 1 Proposed Year 2 sites, levels of investment and map (.doc)
- Appendix 2 Ward Based needs Assessment (.xls)
- Appendix 3 Play Value Assessment (.doc)

14. Local Government (Access to Information) Act 1985

- 14.1 Haringey Playbuilder Programme files

Appendix 1: Proposed Year 2 Sites and Levels of investment

Name of Site	Ward	Playbuilder Capital Allocation	LBH Capital Allocation	Total Investment
Down Lane Park	Tottenham Hale	70,000	100,000	170,000
Sandlings Estate*	Noel Park	45,000	0.00	45,000
Wood Green Common	Noel Park	50,000	50,000	100,000
Partridge Way Estate*	Bounds Green	45,000	0.00	45,000
Bailey Close^	Bounds Green	50,000	0.00	50,000
Thetford Close*	White Hart Lane	45,000	0.00	45,000
Marfield Project / Markfield Park#	Seven Sisters	42,500	0.00	42,500
Stamford Close (next to Markfield House)*	Tottenham Green	50,000	0.00	50,000
Ducketts Common	Harringay	50,000	0.00	50,000
Carlton Lodge*	Stroud Green	45,000	0.00	45,000
Stationers Park	Stroud Green	65,000	50,000	115,000
Professional Fees/ Project Management & delivery/Contingency	-	45,500	75,000	120,500
		£603,000	£275,000	£878,000

* Subject to consultation

^ Collaboration with Network Rail should be sought for this project

Challenging Project in design terms to accommodate both project and park needs

Reserve Sites:

Name of Site	Ward	Playbuilder Capital Allocation	LBH Capital Allocation	Total Investment
Downhills Park	West Green	40,000	0.00	40,000
Finsbury Park	Harringay	45,000	0.00	45,000

Rejected Sites:

Name of Site	Ward	Reason
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Play Station YMCA	Hornsey	Issues on land ownership, community access and safeguarding.
Markfield Park	Seven Sisters	Markfield project has been recommended for funding will benefit both park users and users of the project the park already has good play facilities.
White Hart Lane Recreation Ground	Woodside	Concerned that project on its own would be vulnerable and subject to vandalism, needs to be part of a wider park improvement package.

Appendix 2

Ward Based needs assessment (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

Appendix 3 : **Play Value Assessment**

Play Space Assessments¹ are based on the following assessment criteria:-

1. Current play value - If current play value of existing play space is high then the score will be low (0) or if current play space provision is poor score will be Low (10).

[Score = 0-10] High -0, Med 5, Low 10

2. Potential for creating a rich 'natural play' environment, Score = (0-25] range of score between 0-25

3. Child access to play spaces (10), Child Access*

% of local children who have easy access within catchment area³ (25%/50%/75%) **[Score = 0- 10]**

100m or 240m

*1 Assumptions: residential housing estate realistic travel distance 100m; local park realistic travel distance 240m

*'Easy access refers to absence of lines of severance.

4. Safety and security of play space (5).

Overall, does site feel secure and safe **[score = 0-5]**

Maximum Total = 50

No.	Site	Ward	Current play value 0-10	Potential to develop a rich play environment 0-25	Child access % of local children who have easy access within catchment area 0-10	Safety and security of play space Overall, does site feel secure and safe 0- 5	Score
1	Down Lane Park	Tottenham Hale	10	25	6	5	46
2	Y Play station-YMCA	Hornsey	10	25	6	5	46
3	Sandlings Estate	Noel Park	10	20	10	5	45
4	Partridge Way Estate	Bounds Green	10	20	10	5	45
5	Ducketts Common	Harringay	6	25	8	3	44
6	Thetford Close	WHL	5	25	10	4	44
7	Carlton Lodge	Stroud Green	10	20	10	4	44
8	White Hart Lane Rec Ground	Woodside	10	25	3	5	43
9	Bailey Close	Bounds Green	10	20	10	3	43
10	Markfield House Stamford Close	Tottenham Green	5	25	8	3	41
11	Stationers Park	Stroud Green	0	25	10	5	40
12	Downhills Park	West Green	5	25	5	5	40
13	Finsbury Park	Harringay	5	25	5	5	40
14	Wood Green Common	Noel Park	5	25	3	5	38
15	Markfield Project 'Playful New friends'	Seven Sisters	10	20	3	4	37
16	Markfield Park	Seven Sisters	0	20	4	5	29

Notes.

1. Score = Play Space assessment Score