

Report for Resolution

Report to Executive
22 July 2009

Report of Head of Community Services

Subject Jenny Lind & Eagle Walk Parks

10

Purpose

To seek approval of the vision plan for Jenny Lind Park and the release of the second phase of funding to complete the works and develop proposals for Eagle Walk

Recommendations

That the Executive comment on and approve the vision plan for Jenny Lind Park, to approve £247,019 discretionary S106 expenditure provision and to delegate to the Capital Programmes Board the approval of detailed proposals in the form of Project Mandates when requirements have been fully worked up for the two sites. This sum is in addition to £160,507 of discretionary S.106 expenditure previously approved for Jenny Lind Park & Eagle Walk by the Executive on the 21st March 2007.

Financial Consequences

The financial consequences of this recommendation are set out in the report

Risk Assessment

The risk to the Council is assessed as being low of there being a cost overrun. However a higher risk exists if the project does not deliver a well designed and built park. These risks have been mitigated by the consultation work and feedback undertaken to those involved and will have in built safeguards into contracts that are offered to contractors.

Strategic Priority and Outcome/Service Priorities

The report helps to meet the strategic priority “Safe and healthy neighbourhoods – working in partnership with residents to create neighbourhoods where people feel secure, where the streets are clean and well maintained, where there is good quality housing and local amenities and where there are active local communities” and the service plan priority to develop play provision

Executive Member: Councillor Sands - Children and Young People

Ward: Town Close

Contact Officers

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Background Documents

None

Report

Background

1. At its meeting on 21 March 2007, the Executive authorised the first phase of discretionary section 106 expenditure for play provision at Jenny Lind Park and Eagle Walk. Approval was given for a sum of £160,507 to be utilised towards the cost of the initial phase of the proposed scheme.
2. Section 106 planning obligations or 'section 106 agreements' are legal agreements negotiated by the local planning authority with the developer and/or landowner of a proposed development. They identify the specific local facilities, services or improvements necessary to make the development acceptable in planning terms.
3. Where it is not always possible to provide such facilities on-site, section 106 agreements can specify that developers make financial contributions, or 'commuted sums', to the local authority to enable it to provide the required facilities or services outside the site. The expenditure of commuted sums is normally very tightly specified in individual section 106 agreements, but in some areas there is a certain amount of discretion.
4. The funding for Jenny Lind Park and Eagle Walk originates from the redevelopment of the old Norfolk and Norwich Hospital site. The funding is a commuted sum received from the site developers for children's play space that has to be utilised for the purpose of funding the provision of and maintenance of play equipment within Norwich play sector 13 and be sited near the new housing development. This sector is bounded by Earlham, Newmarket and the inner ring roads.
5. The development of new or refurbished play provision is based upon the needs identified within the Norwich Play Strategy, the Open Space Needs Assessment and the Play and Open Space Supplementary Planning Guidance which sets out the play and open space requirements across the City. This locality has a high priority owing to the low play value that is currently available, a high population density and a relatively limited amount of access to open space.

Progress to date

6. A project team was established in 2008 which undertook extensive consultation with local groups, organisations and local residents to gather impressions of the park and identified areas they would like to see improved.

What people said

7. Users and residents said that:
 - the park was bleak and unattractive
 - they liked green space and trees
 - most liked the open space and did not want to see it enclosed
 - some felt safer if there was a clear view across the park
 - people wanted to relax in the park and need it to feel safe and inviting

- some wanted to play and be energetic
 - others wanted to be able to sit and watch the activity, chat with friends and enjoy nature
8. A number of site surveys were undertaken to help shape the proposals including:
- soils and site levels
 - trees
 - underground cabling, services and structures

What we did - the proposed Jenny Lind vision plan

9. A summary of the results of the consultation (appendix1) are included with the report and has been used to develop a vision plan for the site (appendix 2). This design had a final “testing” with residents in June 2009.
10. Overall, the final testing found no objections in principle to the vision plan. However, there have been further minor suggestions for alterations to the scheme which can be met from within the available project budget if it can be evidenced that there is general support from local residents and are affordable (appendix 3).
11. The final vision design takes into account the site survey information together with the results of the consultation and the likely future repairs and maintenance costs of the proposals so that as far as is possible the park will be financially sustainable into the foreseeable future. Finally, some future detailed consultation will take place on for example the choice of play area equipment by young children. This level of detail will take place once we can be confident that the overall plan is acceptable.
12. The plan shows in pictorial form the vision for the future of the park (appendix 2) and specifically takes into account the views of local residents to:
- have a safer park
 - a place for children and young people to play
 - somewhere for everyone to relax and
 - have open space for activities and events
13. Further information used during the consultation events and views gathered will be on display at the meeting.

The next stages

14. The next stage of development will be for officers to draw up detailed plans and specifications and the works procured. This will be undertaken in three phases as different specialist contractors will be employed to undertake site work.
15. The first phase will be to install the new games area and remove the old

asphalt junior and toddler site. The new junior and toddler play area will be installed as a second phase with landscaping the park as a third phase once all the major engineering works are complete.

16. The completion of the teen – junior transition zone and final minor pieces of work will be completed separately once the main contracts have been completed. Start dates will be confirmed once contracts have been awarded and it is anticipated that works will start in winter 2009-10.

Eagle walk park

17. The funding from the section 106 agreement also covers Eagle Walk Park and as work progresses on the Jenny Lind site, officers will start to consult residents in spring 2010.
18. Eagle Walk Park is a site of lower usage and with few items of formal equipment. It is anticipated that any changes will require fewer engineering and associated high cost works. As a result there will be a smaller budget allocation. Until the Jenny Lind Park has been completed we will be unable to determine the exact sum available to this park, however, a provisional sum of 20% of the total has been earmarked to be spent in this area.
19. Existing informal consultations suggest that resources could be better concentrated on creating more ecological diversity and sustainability rather than a solely activity and play equipment focussed park.
20. Work to progress the scheme which is detailed below has resulted in the following expenditure to date:

Summary of Capital Income and Expenditure to 30/06/2009	
Commutated Sums for Play Provision Received (inc interest received).	407,526
Less Expenditure-:	
Play team – capitalised development fees	10,787
Highways & landscape team - capitalised Fees	20,437
Contractors – preparatory work and surveys	4,307
Consultation – design and printing costs	1,513
Total Expenditure	37,044

21. The section 106 agreement has also generated a commuted sum of **£385,155** providing the revenue required to fund the maintenance, repair and replacement costs associated with the proposed scheme for a period of 15 years.

Jenny Lind consultation: Summer 2008

Quick summary of results

Over the last year we have been consulting with local children, young people, community groups, local residents and other interested groups to develop plans to transform Jenny Lind Park.

Through this close work with interested groups we gathered people's impressions of the park and identified areas they would like improved.

We then took these comments and built them into a questionnaire to see whether these views and ideas were shared by the wider community.

These comments and the information that was returned back through this questionnaire have been very useful and we are using them to develop outline plans.

What happens next?

We will take these outline plans back to consultees to see whether they fit in with their vision for the park and work with them to develop a detailed design.

We hope to share these outline plans with people during October, and then to work on the detailed plans from November.

A summary of the questionnaire results are below. If you would like to see the full results visit www.norwich.gov.uk or arrange to view a copy at City Hall by contacting the green spaces team on 0844 980 3333 or by emailing greenspaces@norwich.gov.uk

Questionnaire results: Respondents

No of responses 119
44% male/56% female

Under 11	4%
11-16	11%
17-25	4%
25-39	32%
40-54	26%
55-64	11%
65+	12%

Number wanting to be
involved in a friends
group*: 26

* Friends groups are made up of local people who represent the community. These groups work with the council to ensure that local people's view are taken into account when decisions are being made around the management of a local park or other open space.



Overall

The majority feel the park is bleak and the walkways are unattractive but do not want the park enclosed and feel it should remain unfenced.

Residents would like a welcoming entrance and to include more attractive and decorative surfaces but not to enclose the park.

Paths

The majority of respondents said it would be nice if paths allowed you to walk around the park, but also agree they go where they are needed.

Seating

The majority said benches attract drinkers but even more agreed that people need somewhere to sit and relax and benches should be provided and designed to try and discourage use by drinkers.

Landscape

The majority agree the planting is dull and lacks variety and that new planting should not create hidden areas. They would like more varied and attractive planting that attracts wildlife, to keep some roses and add a children's garden.

Residents like the existing mounds in the park.

Trees

Opinion regarding removal of trees was almost split in half, with a very narrow majority agreeing that some could be taken out so long as new ones are planted. However, when each answer box is looked at individually, a narrow majority 'strongly disagree' that trees can be taken out. The overwhelming majority would like as many trees as possible and have told us that where it is necessary to remove trees, which are for example diseased, they want these to be re-planted.

Dogs

The majority agree that dogs off the lead can cause conflict with other park users.

Cycles

Most agreed that acceptable routes should be indicated.

Young people

The majority of respondents agree that young people need a space in the park, but that a teenage shelter would attract drinkers. The majority agree that a space for young people should be designed to discourage antisocial behaviour. Activity equipment for young people should be installed inside and outside the play area. Activities suitable for adults of all ages should also be provided.

The majority are in favour of more facilities for young people to use for sport and ball games and activity equipment such as a climbing wall. Overall there is agreement there could be somewhere to skate, use bikes, sit near the football pitch and better lighting near the games area. Opinion over installing a teenage shelter is split with a narrow majority in favour but a relatively high number who 'strongly disagree'.

The majority agree the city council should work with young people to design a multi-use teens area. They are also in favour of including an area suitable for roller blading/skating, model cars, street skating, wheelchair football and parkour, but there is also a relatively high number who would not like to see facilities for model cars and street skating.



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Sports facilities

Opinion is divided over whether noise disturbs people living next to the park but the majority are in favour of reducing noise as well as improving drainage, not keeping the rebound wall (with one or two asking if it can be moved) and the provision of extra facilities. The majority agree the existing pitch cannot meet demand and are equally in favour of climbing/ bouldering, fitness trail, outdoor gym. Some reservations have been expressed about the safety of climbing.

Play

Most respondents said they would prefer to keep one big space for toddlers and juniors together. More benches are wanted in the play area. Most people said they were in favour of providing a safe environment for children to explore outside the play area. An overwhelming majority agreed the council should work with children to design a modern play area.

Most people were in favour of water play and music and sound, although there were some who disagreed. Overall, the majority are in favour of statues, boulders and trees for climbing. With the majority in favour of child sized picnic tables, although there were some who disagreed.

Toilets

The majority agree toilets are needed for children and young people but that the existing facilities are grim and attract antisocial behaviour. The most popular solution suggested was to provide new toilets for adults and children.

Theme

A narrow majority do not want a theme for the park (31). Of those who do (this represents 26 people), 13 wanted a theme to do with nature.

Needs not met

Rough surface in play area not suitable for little children.

No disabled toilets.

For partially sighted too many trip hazards and need a circular walk.

Fenced space for dogs off the lead.

Area for dogs on the lead.

Car parking.

Wheelchair access to games area.

Toddler friendly activities sand and soft surface.

Shade

For full results of survey please visit www.norwich.gov.uk



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How your views created a vision for Jenny Lind Park



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www.norwich.gov.uk

How your views created a vision for Jenny Lind Park

Background

Over the last 18 months we have been working with you – local children, young people, community groups, residents and other interested groups to get a picture of how you would like your new Jenny Lind Park to be.

We have designed a new layout for the park based on what you have told us (see pages 4 and 5)

Here are some of the things you said:

- The park is bleak and unattractive.
- You like green space and trees.
- Most of you like open space and do not want to see it enclosed.
- Some of you feel safer if you have a clear view across the park.

- You want to relax in the park and need it to feel safe and inviting.
- Some of you want to play and be energetic.
- Others of you want to be able to sit and watch the activity, chat with friends and enjoy nature.

Funding is available from the development of the hospital site specifically to improve the play provision for children and young people.

We have looked at the park as a whole, because the success of the project to improve the quality of play and teenage facilities is seen as wider than just adding new equipment.



The vision

The design, or vision plan, makes more use of the same park space to create:

- more grass areas for picnics, events, relaxation and informal games
- a more compact play area for juniors and toddlers that will contain at least as much play value as the old tarmac play area
- a teen social area which can also be used as an additional play space with perch seating and a basketball hoop
- a sports area with two courts to enable more use by different age groups
- a zone with more challenging equipment for older children and young teens
- a sensory garden with seating for relaxation in a quiet corner of the park.

What we are planning for the different users of the park

For everyone

We are proposing to replace all the tarmac in the old play area with grass for picnics, relaxation and ball games.

To maximise the grass area, we plan to move the fenced play area to a different location in the park. Much of the old play area was taken up with unused tarmac, the new space, although smaller, will be big enough with same amount of play value and equipment.





Perch style seating within social area to also contain basket ball hoop and boulders for seating/climbing

Existing mounding maintained

Additional paths

NORFOLK STREET

New access into multi sports area

Two football/ basketball courts

New feature entrance to park

Area lit to current levels

High fencing to control balls

Paths to be re-surfaced

Toddler and junior play area

Existing rebound wall removed

Path redirected around play area

Exploration zone

Existing toilets to remain

Zone with challenging fixed items of equipment for older children and young teens

Relocated Jenny Lind archway

Fence

UNION STREET

Lawn area for play and community events

Focal central area with decorative paving, new cherry trees, planting and seating

Focal entrance

Wildflower/bulb drifts on banks

Trees will be protected during the construction phase

Sensory garden with seating

TRINITY STREET

Jenny Lind Park vision plan

For toddlers and juniors

Children from Bignold School worked hard to let us know what their ideal park would be like and we have taken all those views into consideration.

Bignold School children, local residents, parents and children wanted:

- to keep the junior and toddler area as one
- an exciting, modern play area
- dog proof fencing
- grass and trees for safe exploration within the fenced area

We have not yet chosen the equipment for the play area but have looked carefully at the children's work and produced a summary of the ideas which will be used to design the best play area possible. We will consult people on the final design.

For older children and young teens

Older children said they wanted a more exciting play experience and so we have proposed that some more challenging equipment is located outside the play area, closer to the ball court area.

Details of the equipment for this area has not been decided but it is intended to be attractive to both younger teenagers and older children. We will involve these users in the final selection of the equipment. There is also scope to include gym equipment suitable for adults.



For teens and more active park users

Most people agreed that young people need a space in the park and we have spent some time gathering the views of different young people.

Our vision includes:

- two ball courts, which should stop the conflict between the different users and enable different age groups to play alongside each other
- fencing and surfacing designed to reduce noise. The fencing will be high enough to prevent balls escaping
- a hard surfaced, unfenced social area which young people can use for chatting with friends or watching the activity on the ball courts
- seating, in the social area, designed to be perched on and not comfortable for sleeping or slumping on
- ball courts with football and basketball goals. There will also be an additional basketball hoop in the young people's social area
- a space that can be also be used by children on bikes or skates.

For less able users

- Wheelchair access to five a side pitches
- Better paths
- A sensory garden
- Seating
- Free standing play equipment
- Disabled friendly play area

Other points raised in the consultation

The toilets – most people wanted to keep these in the park.

Archway – to be moved to the park centre or an entrance

Paths and walking – many wanted more opportunities to walk around the park, without too many new paths or we would lose green space under tarmac

Relaxation – you wanted somewhere quiet to sit and relax. A new sensory garden is proposed near the sheltered housing

Planting – to make the park more attractive, you wanted more plants and flowers.

A full report and summary of the questionnaire results are available on our website www.norwich.gov.uk or contact us for a copy if you do not have internet access.

This plan is very much based on what you've told us. Have we got it right? Let us know what you think by 29 June 2009.

Contact the Jenny Lind project team on:

t: 0844 980 3333

e: greenspaces@norwich.gov.uk

Why not come along and talk to us at the Vauxhall Street Centre, 23 June between 6pm and 7.30pm.



If you require this leaflet in another language or format, eg large print, audio cassette or Braille, please call 0844 980 3333 or email info@norwich.gov.uk • f: 01603 213000
www.norwich.gov.uk

Jenny Lind open space Vision testing responses

Appendix Three: Jenny Lind Park Vision Testing Responses

Evening 'Surgery' 23rd June 09

Consultee/ Postcode of Consultee	Comment	Reply
4 residents of Melbourne Cottages	Sensory garden 'wonderful idea'; Seating too close to Melbourne Cottages; move sensory garden	Agreed to consider as part of overall design
NR22RA	Overall a good plan	
Melbourne Cottages resident	Don't put the seats near to Melbourne Cottages	Agreed to consider as part of overall design
Melbourne Cottages resident	Don't bring the seats any closer to Melbourne cottages as young people sit on them and the goings on were nobody's business. Can tree be taken down in Melbourne cottages near my bedroom window? No complaints.	Agreed. Consultations said not to remove any trees
NR2 2DS	Replace WC, would like more challenging play equipment and adult trim trail	Insufficient budget to replace WC. Agree with comment regarding challenging play, will consider adult trim trail if budget permits.
NR2 2JP	Consultation did not inform on diversity of respondents. Why no contact with REC, more contact with diverse groups inc Mosque	Need to consider how future consultation engages with BME groups; diversity results were published on the web; consultation targetted at all known local groups.
NR2 2AH	Were local young people consulted? Why was NR5 used?	PCSO's consulted local youth prior to NR5. NR5 already running local youth club, org is very experienced and had spent several weeks engaging local youths at Vauxhall Centre
PCSO	Sensory garden seats and central seating could attract anti social behaviour. Supports plan.	Agreed to consider as part of overall design
Winchester Tower resident	Arch would be better at an entrance; seats could encourage antisocial behaviour; add bike racks; reduce rose bed size; different paths suggested; likes less formal and open play	Agreed to consider as part of overall design
Local member	The friends group is an excellent idea which I hope the City Council can support fully. Park design needs to reflect use all day long. Like to see shrubs kept and bulb and wild flower planting	Agreed
Local Resident 'M.R.'	Doesn't want seats like in Upper St Giles, wants planting outside shops, WC flat roof gets climbed on. Central area and sensory seats could encourage antisocial behaviour. Dogs okay off lead so long as owners clear up mess.	Agreed to consider different type and location of seats, unable to change WC's owing to insufficient budget. Will consider roof issue. Park has dogs on lead policy; add comments related to other locations to head of service

Jenny Lind open space Vision testing responses

Emails Summary

Consultee details

Email comment - no address

Comment

Community Safety - have Police commented?
Suggests enclosed skate park and smaller toddler area

Reply

Police support park layout. Also CCTV already in place. Skatepark was not found a priority in consultation. Junior Toddler area was a priority.

Thomas Wyatt Close Resident

Would like cycle path and a new path near play area. Likes plan.

Agreed to consider 'considerate cyclists' policy and to fit new path

Gloucester St resident

Considerate cycle policy suggested, future maintenance and events planning. Agrees with plan.

Agreed, future grounds maintenance is part of project plan, events planned yearly across council

Suffolk Square resident

Comments on seating design, dog mess, more public art, install speed table to Vauxhall Street, boundary treatment eg. Hedges, railings

Agreed with comments, but not enough funds for speed table and boundary hedges not wanted in consultation. Park has dogs on lead policy and dog free play area - new dog information signs to be erected. Likes proposals

Email comment - no address

Concerns regarding drinkers using seats, wants more wardens and CCTV, needs new WC's. Exciting plan.

Seats' in question are 'teen perches' that cannot be used to recline on, CCTV already here, insufficient budget for WC replacement, comment passed to wardens and PCSO

Union Street resident

Opposes tree removal. Opposes new play area site as more dangerous and has car fumes

Checked with PCSO, no more danger here + new area has fencing. Could consider more shrubs/trees for boundary to protect from fumes and noise. No trees to be affected by project.

Flowerday Plain resident

Exciting and imaginative. Wants rebound wall retained. Dogs are a problem.

New games area can be used for rebound. Dogs have to be kept on leash in park - new signs will be erected.

Mount Pleasant resident

Congratulations on design. Would prefer play area to stay in same location. New one overshadowed by trees, smaller, not so near WC's

Consultation results show that new informal open space wanted. Trees in new play area offer sun protection in summer, lose leaves in Winter when it is dark. Agree WC's are further away. Size will be similar, but better use of space.

Jenny Lind open space
Vision testing responses

Mount Pleasant resident

Loose dogs and dog mess is a problem. 'Well done for such a great design.'

Park has 'on leads only' policy. Will include better signage in park. Dog warden available for day to day problems. Play area dog proof.