

Executive Report

Ward(s) affected: Christchurch

Report of Director of Environment

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Stoke Park Masterplan: a strategy for delivery

Executive Summary

This report sets out the proposed design brief and strategy for the delivery of the Stoke Park masterplan, listed as a priority in the Council's corporate plan, and follows a comprehensive public consultation.

The report seeks approval of funding to ensure the necessary supporting research, surveys, plans, technical expertise and officer resource is in place to deliver the scheme. It will demonstrate why proceeding with the Stoke Park masterplan should be considered in the light of its true dividend to local communities resulting from the park's multiple benefits. It will outline the current facilities, the economic, environmental and wellbeing value of parks, the outcomes from the recent Stoke Park consultation that reached 2,000 residents, set out the actions and programme to deliver the masterplan and finally demonstrate the success of this approach through an example of a comparable park refurbishment project in Surrey.

The wellbeing value associated with frequent use of a local park is worth £34.2 billion per year to the UK population (see paragraph 4.2). Green space has been evidenced to reduce health inequalities; it is associated with more people with healthy weight, improved mental health and longer lives in older people. Because of these well-documented benefits, investment represents excellent value for money.

Stoke Park is approaching one hundred years as a public greenspace and over 300 years as a parkland. It is the Council's largest park and one of the largest public parks in Surrey attracting in excess of a quarter of a million visitors to its gardens alone each year. It hosts a minimum of 800 sports related bookings and around 90 events and activities per year and is home to 13 tenants. The park plays a significant role for community activities and has an important role for nature and wildlife habitat.

Though widely appreciated by the community, Stoke Park's infrastructure is ageing and some of its facilities are tired. Given the increasing use of the park combined with the age of some of the infrastructure, it is an appropriate time to set out a plan that encompasses the entire park and invests in its future.

The masterplan will help the Council develop a costed plan to help derive developer contributions to meet needs arising out of the new local plan as well as identify business cases to develop individual projects. It will provide a thorough investigation into the feasibility of new income streams and efficiencies, to help meet the need for value for money. It will ensure the park continues to enable community use. It will also ensure the park's heritage is recognised, nature is enhanced, and that the park continues to support residents' health and wellbeing.

In 2017, 1,968 residents participated in research about Stoke Park. Respondents who used the park were almost unanimous (94%) in agreement that Stoke Park makes Guildford a better place to live and work, which is a powerful advocacy of the benefits that the park provides to the borough. Through this consultation, Guildford's community identified their priorities to change Stoke Park for the better. The research showed that whilst there is a sense of pride shared by the park's users, there exists an appetite to develop individual aspects of the park but not at the expense of overdevelopment or commercialisation.

Residents' feedback and officers' professional expertise forms the basis of the masterplan design brief, outlined in this report.

Recommendation to Executive

- (1) That the proposed design brief for the Stoke Park masterplan be approved.
- (2) That the strategy for delivery be approved
- (3) That a general fund supplementary revenue estimate of £380,000 for the purpose of funding professional fees to provide the necessary technical expertise and officer resource to deliver the Stoke Park masterplan be approved and funded as follows:
 - £194,000 from the Masterplan Reserve and
 - £186,000 from the New Homes Bonus Reserve
- (4) That the Director of Environment, in consultation with the Lead Councillor for Arts, Parks and Countryside, be authorised to take all necessary steps to produce the Stoke Park masterplan for public consultation.

Reason for Recommendation:

To enable the delivery of the Stoke Park masterplan to be resourced and progressed.

1. Purpose of Report

- 1.1. The purpose of this report is to enable progress towards creation of the masterplan, which is the first stage in a substantial project to improve Stoke Park.
- 1.2. The report sets out why the Stoke Park masterplan is considered necessary.
- 1.3. It outlines the key findings from the 2017 Stoke Park consultation, revealing how residents would like to see the park improved.
- 1.4. It sets out a proposed design brief and strategy for delivering the Stoke Park masterplan.

2. Strategic Priorities

- 2.1 The production of the Stoke Park masterplan is listed in the Council's Corporate Plan (2018-2023) as a corporate priority under the 'Community' theme and priority of 'Enhancing sporting, cultural, community and recreational facilities' with the aim of:

'In consultation with existing users and other stakeholders, produce a masterplan for Stoke Park to make it a vibrant community park and visitor destination.'

- 2.2 The Stoke Park masterplan will help to 'demonstrate our clear commitment to ensuring the continued prosperity of the borough and improving residents' lives through 'protecting our environment and enhancing sporting, cultural and recreational facilities' to the benefit of all'.¹

3. Background

- 3.1 Stoke Park's dominant character is that of an 18th century parkland. It was originally formed from a royal deer park and later from farmland under the ownership of one of the employees of the East India Company. William Aldersey developed the park into a parkland country estate of 216 acres in the late 1700s. The former Guildford Corporation bought it in 1925, when 71.2 hectares (176 acres) were dedicated as public open space. Stoke Park today is 52 hectares of green space (approximately 128 acres), with development and the Parkway road through the park accounting for the loss.
- 3.2 The Surrey Gardens Trust has included the park in a list of Historic Parks and Gardens (locally listing it as a significant non-designated site).
- 3.3 Stoke Park provides a large and important contribution towards Guildford's recreational open space. The borough in total provides 1.63 ha of recreational open space (parks, recreation grounds, outdoor pitches and amenity green space) per 1000 residents. It should be noted that this is below recommended guidelines and therefore the significance of Stoke Park to the borough's open space recreation is greater than it might otherwise be.²
- 3.4 The park is home to a number of nationally rare species, as well as species of principal importance and flora and fauna on the 'Red List' (*IUCN Red List of Threatened Species* – the definitive list of globally threatened species). There are 281 plant species recorded and 34 species of grassland conservation interest; 66 trees on the park are older than 150 years, three of which are nationally important, being over 400 years old.
- 3.5 Around a quarter of a million people each year visit Stoke Park Gardens alone. According to Visit England's 2017 figures, this puts Stoke Park at

¹ Guildford Borough Corporate Plan 2018-2023, 'Introduction' and 'Community strategic priorities'

² *Policy R2: Recreational Open Space Provision in Relation to Large New Residential Developments* sets a quantity standard of 2h per 1000 residents of recreational open space (1.6ha (4.0 acres) of formal playing field space per 1,000 people and 0.4ha (1.0 acres) of amenity space per 1,000 people).

number 7 in the top free attractions in the region, above Guildford Cathedral at number 17 (parks are not included in their list).³

- 3.6 Stoke Park has held a Green Flag award for 13 years. Green Flag represents the National Standard for green spaces, covering their maintenance and community use and involvement.
- 3.7 In 2019, Fields in Trust nominated Stoke Park for their UK's Best Park award with public voting running until noon on Monday 19 August.
- 3.8 The park hosts a minimum of 800 sports related bookings and around 90 events and activities per year and is home to 13 tenants, underlining its role in supporting our communities' wellbeing.
- 3.9 Facilities and assets available in the park are:
 - 4 public lawn bowls greens, 3 disused
 - 2 cricket pitches
 - 4 tennis courts (2 can be converted to netball courts)
 - 4 11-a-side adult football pitches (plus 2 9v9 junior pitches)
 - 3 rugby pitches and 1/2 training areas
 - 6 rounders' pitches
 - 3 lacrosse pitches
 - 3 lacrosse pitches
 - 6 rounders' pitches
 - 1 grass athletics track
 - Visitor Point
 - ice cream kiosk and refreshment kiosk/cafe
 - play area
 - changing rooms
 - toilets
 - Indoor bowls
 - large paddling pool
 - model boating pond
 - skate park
 - Wildwood Aerial Adventure
 - mini golf course
 - Japanese garden
 - sensory garden
 - rose garden
 - several small woodlands
 - four car parks
 - Guildford Lido
 - Spectrum Leisure Complex
 - Burchatts Farm Barn
 - Greenark community hall
- 3.10 There are also a number of community managed facilities on the park, supporting the Council's strategies:
 - Wey Valley Bowls Club

³ 'Most Visited Free Attractions – South East 2017', Visit England

- Stoke Park Bowls Club
- Urban Saints hall
- Old Guildfordians pavilion
- Disability Challengers hall
- Guildford Scouts
- Guildford Guides
- Lido allotments

3.11 There is one disused pavilion that was the former home of Astolat Bowls Club.

3.12 The cost of maintaining Stoke Park during 2018-19 financial year is shown in the table on the following page (*Facilities and assets income and expenditure 2018-19*). Every year will vary and individual assets' expenditure and income may not be representative of a typical year.

3.13 Property Services, who manage the budgets for property maintenance, shape premises related expenditure. This is managed through their overall budget, which can lead to variances on individual premises/assets expenditure.

3.14 There are two areas of cost within the Stoke Park budget, these are:

- Buildings on the park such as the Greenark hall, Wey Valley Bowls, Burchatts Farm buildings etc.
- Stoke Park public park that provides leisure recreation, health and wellbeing opportunities and environmental benefits.

3.15 Table one shows a summary of the expenditure and income for the park and for the assets on the park over the last four years (excluding salaries).

3.16 Table two shows indirect costs (support services), direct costs (expenditure) capital costs (depreciation), income and estimated salary provision for the financial year 2018-19. The income for leased buildings is the sum agreed in the lease for each site.

Facilities and Assets Four Year Summary – Table One

Financial year	2015/16	2016/17	2017/18	2018/19
Green				

space/park				
Expenditure	£238,015	£266,412.14	£407,419.48	£278,234.23
Income	-£70,560.71	-£79,823.92	-£84,306.43	-£73,903.03
Total	£167,454.65	£186,588.22	£323,113.05	£204,331.20
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Assets				
Expenditure	£203,680.97	£359,758.39	£319,113.31	£235,676.22
Income	-£81,245.80	-£102,307.32	-£76,239.56	-£92,948.48
Total	£122,435.17	£257,451.07	£242,873.75	£142,727.74
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Totals				
Expenditure	£441,696.33	£626,170.53	£726,532.79	£513,910.45
Income	-£151,806.51	-£182,131.24	-£160,545.99	-£166,851.51
Grand total	£289,889.82	£444,039.29	£565,986.80	£347,058.94

Facilities and assets income and expenditure 2018/19 – Table two

Asset		Expenditure	Income	Totals
Park greenspace				
Maintenance		£278,234.23		
Stoke Park				
Mini golf			-£13,376.69	
Catering			-£14,794.00	
Events			-£17,883.78	
Sports			-£27,848.56	
	Total	£278,234.23	-£73,903.03	£204,331.20
Individual Assets				
Burchatts Farm barn	Direct Cost	£24,348.39		
	Indirect Cost	£5,927.53		
	Capital	£10,000.00		
	Total	£40,275.92	£0.00	£40,275.92
Burchatts Farm flat	Direct Cost	£5,932.28		
	Indirect Cost	£1,195.50		
	Capital	£5,000.00		
	Total	£12,127.78	£0.00	£12,127.78
Burchatts Farm cottages	Direct Cost	£90.46		
	Indirect Cost	£98.15		
	Capital	£3,640.00		
	Total	£3,828.61	-£8,035.04	-£4,206.43
Burchatts Farm Barn changing rooms	Direct Cost	£8,388.76		
	Total	£8,388.76	£0.00	£8,388.76
Disability Challengers	Direct Cost	£0.00		
	Indirect Cost	£1,200.00		
	Capital	£4,069.70		
	Total	£5,269.70	-£2,500.00	£2,769.70
Wey Valley Bowling Club	Direct Cost	£6.00		
	Indirect Cost	£0.00		
	Capital	£20,173.91		
	Total	£20,179.91	-£6,000.00	£14,179.91
Wildwood aerial adventure	Capital	£12,298.56		
	Total	£12,298.56	-£39,999.96	-£27,701.40
Stoke Park Bowling Club	Direct Cost	£412.26		
	Indirect Cost	£75.90		
	Capital	£1,250.00		
	Total	£1,738.16	-£6,500.00	-£4,761.84
Paddling pool plant room	Direct Cost	£45,586.61		
	Indirect Cost	£1,243.07		
	Total	£46,829.68	£0.00	£46,829.68

Gardeners Cottage	Direct Cost	£4,928.59		
	Indirect Cost	£1,109.23		
	Capital	£6,881.20		
	Total	£12,919.02	-£7,613.84	£5,305.18
Bowls green mess room	Direct Cost	£174.00		
	Capital	£2,604.31		
	Total	£2,778.31	£0.00	£2,778.31
Astolat bowls pavilion	Direct Cost	£7,629.48		
	Indirect Cost	£110.00		
	Capital	£1,069.52		
	Total	£8,809.00	£0.00	£8,809.00
Home Farm barns	Direct Cost	£3,193.75		
	Indirect Cost	£550.00		
	Capital	£8,375.00		
	Total	£12,118.75	£0.00	£12,118.75
Stoke Park Gardens shelters	Direct Cost	£736.00		
	Indirect Cost	£160.50		
	Total	£896.50	£0.00	£896.50
Visitor Point	Direct Cost	£1,061.66		
	Total	£1,061.66	£0.00	£1,061.66
Greenark hall	Direct Cost	£4,993.12		
	Indirect Cost	£830.00		
	Capital	£1,000.00		
	Total	£6,823.12	-£9,311.16	-£2,488.04
Home Farm Cottage	Direct Cost	£13,237.64		
	Indirect Cost	£1,296.10		
	Capital	£13,299.04		
	Total	£27,832.78	-£8,767.24	£19,065.54
Old Guildfordians pavilion	Capital	£5,500.00		
	Total	£5,500.00	£0.00	£5,500.00
Urban Saints/Crusaders pavilion	Capital	£6,000.00		
	Total	£6,000.00	-£1,300.00	£4,700.00
Model Engineering Society	Total	£0.00	-£2,125.00	
Guildford Scout centre	Total	£0.00	-£229.24	
Guides' Hut	Total	£0.00	-£567.00	
	Total	£0.00	-£2,921.24	-£2,921.24

Total Asset Costs		£235,676.22	-£92,948.48	£142,727.74
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Grand Totals		£513,910.45	-£166,851.51	£347,058.94
Estimated Stoke Park salary cost		£202,660.00	£0.00	£202,660.00

Grand Totals		£716,570.45	-£166,851.51	£549,718.94
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4. Policy and Strategy that Supports the Masterplan

- 4.1 A 2018 report by Fields in Trust demonstrates that the value of parks and green spaces is substantial: “*We know from numerous research studies that access to local, quality green space improves the physical and mental health and wellbeing of all sections of the community. Indeed, the Marmot Review, 2010,⁴ recommends that improving the availability of good quality green spaces across the social gradient will help reduce health inequalities.*”⁵
- 4.2 The headline findings from this report show the incredible benefits of a park to the borough:
- the wellbeing value associated with frequent use of local parks is worth £34.2 billion per year to the entire UK adult population
 - parks and green spaces are estimated to save the NHS around £111 million per year (based solely on the reduction in GP visits)
 - an individual would need to be compensated by £974 a year to replace the life satisfaction they would have gained from using their local park or green space (more than once per month).⁶
- 4.3 In February 2017, the Communities and Local Government Select Committee published a report into the value of parks and green space in the UK. The report discussed the positive contributions that parks and green spaces provide to the everyday lives of communities, with recommendations around improving the provision of, and equality of access to, parks and green spaces linked to public health strategies.

Health and Wellbeing Strategy 2017-2022, Guildford Health and Wellbeing Board.

- 4.4 The Board set out the following priorities for Guildford:
- improving children’s health and wellbeing
 - developing a preventative approach
 - promoting emotional wellbeing and mental health
 - improving older adults’ health and wellbeing
 - safeguarding the population.

These objectives are directly linked to sustaining and improving our green spaces.

Guildford Play Strategy 2016-2021, Parks and Leisure Services

- 4.5 The Play Strategy sets a framework for the Council to advocate for children’s right to play and identify priorities for play development. The Play Strategy includes an action plan of refurbishment for the Council’s 33 playgrounds. Stoke Park playground has a life expectancy of a further ten years, by which time it will be in need of replacement.

⁴ Fair Society, Healthy Lives, Marmot Review, 2010

⁵ ‘Revaluing Parks and Green Spaces – Measuring the economic and wellbeing value to individuals’ 2018, Fields in Trust

⁶ ‘Revaluing Parks and Green Spaces – Measuring the economic and wellbeing value to individuals’ 2018, Fields in Trust

- 4.6 Many cities and towns are beginning to look to the ecological benefits of green open spaces as a response to climate change. The Council's *'Environmental Sustainability and Climate Change Study'* highlights issues of water shortage, rising temperatures and flooding.⁷ Guildford borough emits the most carbon per person out of all the Surrey local authorities.
- 4.7 Green spaces defined by wooded and grassy areas sequester carbon and reduce air pollution and surface runoff. Our tree planted green spaces contribute towards 'urban forests' that help mitigate carbon emissions. Shaded areas and bodies of water in parks can also help to cool the air in our town, helping to mitigate the urban heat island effect. These important aspects will be explored through the work to produce the Stoke Park masterplan.
- 4.8 Development has commenced on the neighbouring Lido Road site to build 500+ student flats adjacent to Stoke Park skate park. This will increase pressure on the park to cater for sports and activities for young adults as well as impacting maintenance across all areas of the park, further increasing the need for investment into Stoke Park in the future.
- 4.9 Within the Council's corporate plan, a new sport and leisure facility to replace Guildford Spectrum is planned. The most 'obvious' site for a new construction would be on the north side of Stoke Park. If this were to go ahead, the new facility will impact the park during construction on that side of the park, but should not affect the south side other than increasing parking pressure during the building's construction (temporarily). Once built, the new Spectrum should be an asset to the park, potentially providing parking, recreational attractions and landscaping in keeping with the surrounding parkland, especially if the old site is returned to green space.
- 4.10 The proximity of the River Wey and River Wey Navigation, including Riverside Nature Reserve, provides opportunities for walks and interpretation to link with Stoke Park. For instance, there is potential to improve paths and interpretation around the World War 2 tank traps close to the River. The River Wey towpath provides a green route through the town and a greenway to and from Burpham and the proposed Weyside Urban Village for pedestrians and careful cyclists, which could be better exploited from Stoke Park.
- 4.11 A high-quality public environment can have a significant impact on the economic life of towns. As towns increasingly compete with one another to attract investment, the presence of good parks, squares, gardens and other public spaces becomes a vital business and marketing tool: companies are attracted to locations that offer well-designed, well-managed public places and these in turn attract customers, employees and services. In town centres, a pleasant and well-maintained environment increases the number of people visiting.⁸

5. What will a Stoke Park masterplan achieve?

- 5.1 Stoke Park is heavily used and will need to cater for increased use as the population grows. It will need to have a greater role in supporting nature and mitigating climate change, as well as adapting to many, potentially conflicting,

⁷ www.guildford.gov.uk/newlocalplan/environmentalsustainabilitystudy January 2019

⁸ The Value of Public Spaces, how high quality park and public spaces create economic, social and environmental value, CABI SPACE

aspirations. It is important to plan for sustaining the park, its history, infrastructure and natural features for the future.

5.2 An all-encompassing masterplan will:

- enable projects to be developed and business cases assessed for various components of the park
- develop a cost effective plan for investment and delivery
- help us achieve our vision for the park to 'conserve its historic parkland character and develop a vibrant destination park through a culture of excellence and good recreational opportunities.'⁹
- create a plan to upgrade the ageing infrastructure and sustain its heritage
- create opportunities for investment, new revenue streams and external funding applications
- create a strategy that protects the park from external pressures into the future
- support our objective from the corporate plan for Guildford to be '...the most desirable place to live, work and visit in South East England'
- recognise that 'a healthy, properly functioning natural environment is the foundation of sustained economic growth, prospering communities and personal wellbeing'¹⁰
- justify developer's contributions
- offer an opportunity to consider options for further mitigation of carbon emissions.

5.3 Whilst there is a lack of study around the impact of renovated/refurbished parks, the National Center for Biotechnology Information, U.S. National Library of Medicine, has published a study entitled '*Impact of Park Renovations on Park Use and Park-based Physical Activity*' published in 2015. The study compared parks that had not yet been renovated to those that had. The improved parks saw more than a doubling in the number of visitors and a substantial increase in energy expended in the parks. Park renovations were associated with a significantly increased perception of park safety. The paper concludes: 'Park improvements can have a significant impact on increasing park use and local physical activity.'¹¹

6. Consultations

- 6.1 The Stoke Park consultation, analysed during 2018, has a representative sample of the borough's residents, including users and non-users, clubs and stakeholders. In total 1,968 responses were received.
- 6.2 Officers have reviewed the responses from the consultation, examined feedback from the Green Flag award assessment and looked at the park's management plan to set out a proposed brief for the park and strategy for delivery. This was presented to Placemaking and Innovation Executive Advisory Board on 15 October 2018 and their comments are detailed in section 8.

⁹ Stoke Park management plan 2018-2023, Parks and Leisure Services

¹⁰ 'The Natural Environment White Paper, The Natural Choice: Securing the Value of Nature' (2011), Department for Environment, Food and Rural Affairs

¹¹ <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4851467/>

- 6.3 A wealth of data has been gathered and analysed and this is set out in the following appendices:

Appendix 2 – Consultation responses - sets out key themes arising from the consultation responses

Appendix 3 – Consultation responses - provides the full consultation report

Stoke Park consultation key outcomes

- 6.4 Stoke Park is perceived very positively by residents and stakeholders, often called the ‘lungs of Guildford’ and noted as making Guildford a better place to live and work. It is well used, fulfils a significant role as a community hub for family activity and there is an appetite for improvement and community involvement.
- 6.5 Key areas for examination, improvement and development as part of a masterplan are as follows:
- improvement of catering facilities (60% of respondents)
 - investment in play areas (68% would choose to spend money on play facilities)
 - improvement of toilet facilities¹²
 - review parking provision to establish if further parking provision can be provided (parking was identified as the most significant barrier to visiting the park).¹³
 - protection and enhancement of the park’s heritage (79% said this is important)
 - protection of nature and the environment (57% said this is an important role of the park)
 - enabling events and activities (77% said the park should hold events but were split whether there should be more or fewer events on the park, suggesting the current number is about right, but variety and quality is important)
 - provision of appropriate sports pitches and facilities (82% felt the role of Stoke Park was to provide facilities for organised sport. Note: 19% of respondents belonged to a club that uses the existing facilities).

¹² the public toilets have been refurbished and reopened May 2019, after the Stoke Park consultation closed

¹³ A parking order has been introduced since the consultation closed for the car parks around the park.

The Proposed Design Brief

6.6 A masterplan design brief, based on residents' feedback from the Stoke Park consultation 2017, will identify the key areas to be explored through the masterplan process. The basis of the design brief is identified as:

- catering – a new purpose-built café in an accessible location
- play area – refresh the existing play area including examination of size of play area, equipment, and facilities. Options for additional play facilities and opportunities across Stoke Park
- parking – examine how additional car parking can be provided to facilitate use of the site within the restrictions of the Surrey Act (parking is limited by the Act to 1/12th of the area of Stoke Park)
- heritage – consider how heritage assets can be found, conserved, enhanced, and interpreted
- hard infrastructure – examine the accessibility of the park including footpaths, utility upgrades, signage, seating and drainage for the park and to wider environs, including access by foot, cycle and public transport
- nature and wildlife – examine the opportunities for wildlife and nature for the park, through tree planting and wild areas for example, and links to other green spaces
- consider the needs and requirements arising from the local plan for outdoor sports and recreation on Stoke Park
- park assets – consider Stoke Park's assets and provide options and proposals that contribute to the park and to the Council's corporate objectives and strategies including Home Farm, Stoke Park Nursery, Greenark and disused pavilions but excluding Guildford Spectrum, Guildford Lido, and Lido Allotments.

7. The Programme

7.1 It is likely that there will be multiple projects of varying scale that will arise from the masterplan. Consequently, the delivery of the Stoke Park masterplan will become a programme of projects over a significant period. The programme for delivering the masterplan is set out below:

- A Resources and Governance (3 months)
- Approval of funding for a project officer/manager
 - Appoint project officer/manager
 - Establish project board
 - Agree project scope
 - Establish terms of reference
 - Establish and manage a risk register for the project

- B Masterplan Procurement (6 months)
- Clarify extent of master planning, deliverables, key projects and lots for procurement. Possible lots for procurement to deliver the required work could be:
 - Overall masterplan and associated surveys
 - Café – feasibility study, outline design and costs
 - Built landscape – play facilities, conservation of heritage, signs, paths, car parks, bins, trees and planting, utilities - design and costs
 - Building options – feasibility studies, outline designs and cost
 - Pre-market engagement to identify procurement options, lots, market interest, potential income, scope opportunity to utilise frameworks
 - Agree procurement route
 - Produce and issue tender(s) for Landscape Architect, Architect, Quantity Surveyor, Civil Engineer, Mechanical and Electrical Engineer, other consultants and associated surveys
 - Appointment of consultants
- C Producing the masterplan (12 months)
- Client engagement, feedback review and production
 - Technical surveys and feasibility studies
 - Obtain planning and statutory consultee advice
 - Identify costs, options, priority business cases for development and funding streams
 - Produce masterplan (Concept plan(s) and report) for public consultation
 - Consult and review feedback
 - Apply for the necessary consents
- D Developing the business cases (timescale TBC)
- Establish programme of projects and project programmes
 - Review resources and identify project lead(s)
 - Identify external funding opportunities
 - Develop business cases for submission
 - Approval of business cases
- E Commissioning and delivery (timescale TBC)
- Apply for planning consents
 - Funding applications
 - Detailed design and specifications
 - Procurement
 - Site works

8. Executive Advisory Board comment

- 8.1 At its meeting on 15 October 2018, the Place-Making and Innovation EAB expressed support for the Masterplan and a wish to be involved in the further stages of the Park's development. During the discussion, the Board made the following comments and suggestions:
- Stoke Park was visited by people living outside the Borough in addition to local residents.
 - Although parking, which was concentrated at the western end of the Park, was an issue when the Park was in full use, it was felt that alternative

options and locations should be explored before the parking capacity was increased, as this would reduce the size of the Park. The location of any additional parking would need to be considered. The consultation responses indicated that 50 per cent of Park users travelled there by car and most of the rest on foot. It was felt that sustainable transport, in particular use of bicycles and trains instead of cars, should be encouraged.

- A community restaurant featuring the history of the Park was welcomed and would be an attraction.
- Feedback from people with disabilities was that accessibility was not a strong feature of the Park and this was addressed in the Masterplan. The Guildford Access Group could assist in this area and the sensory garden and accessible play equipment could be improved.
- The Masterplan was sensitive to the desire to retain the green areas of the Park and use of the plant nursery area could be improved as an attraction.
- Officers were complimented on the thorough consultation exercise, responses from which indicated that the Royal Horticultural Society at Wisley was the most favoured alternative destination.
- It was felt that all existing facilities at the Park should be retained and the priorities of addressing the play area, catering and then the parking situation were supported.
- The budget for the Masterplan through to the delivery of some of the projects was £500,000. Work on any project found to be unviable would be discontinued and resources applied to another project. Concern was expressed that further details of the Masterplan would be required before formal approval is given to such a large spend.
- Although the level of cycling to access the Park was low, there are cycleways through the Park linking London Road, the Spectrum and towpath. Increased connectivity was sought.
- As the Park could facilitate a wide range of activities, it was possible that conflicting and competing preferences may arise.
- The Park was not financially self-supporting although income was derived from the hire of sports pitches and catering.
- The possible introduction of some allotments at the park was suggested.
- There was scope to improve health and wellbeing through organised activities such as park runs.
- Historic memorabilia could be gathered to celebrate the Park's forthcoming 100-year anniversary of being in Council ownership.
- Consideration would need to be given to promoting and marketing the Park.

9 Equality and Diversity Implications

- 9.1 This duty has been considered in the context of this report and it has been concluded that there are no equality and diversity implications arising directly from this report.

10 Financial Implications

- 10.1 Procurement of external professional services cannot take place unless funding is approved. To procure and deliver the scheme(s) efficiently, officers propose to tender the professional services required as set out in the Royal Institute of British Architects (RIBA) plan of work (8 stages) which enables schemes to be developed from concept design to developed design to completion. Procuring on such a basis allows:

- work to be completed in stages and stopped if necessary
- expenditure is limited to the works completed
- a single procurement
- a single Executive report authorising funding
- design continuity through design and implementation
- project knowledge is retained and held by single professional team for the duration of the project
- use of frameworks, such as SCAPE, to speed up delivery¹⁴.

- 10.2 It is estimated that to deliver the masterplan professional fees of around £500,000 will be required¹⁵. The project is of a significant scale that will require additional officer resource combined with internal support services and external consultants. In anticipation of this scheme, officers submitted a provisional capital bid (PL56 (p)) for £500,000 in 2017-18 to cover the staff costs and professional fees for delivering the masterplan beyond RIBA stage 3. However, early feasibility costs (RIBA stages 0, 1 and 3) will not be capital.

- 10.3 The example of Runnymede Pleasure Grounds, set out in **Appendix 1**, supports the view that this is an accurate estimate of the total costs that will be incurred to progress this masterplan. The example also evidences the problems, delays and increased reputational risks, associated with failing to account for the likely costs at an early stage and attempting to create a masterplan without the resources to support the workload.

- 10.4 Subsequent capital costs for delivery of the resulting improvement projects will be assessed on an individual basis, with business cases developed and funding applied for from various sources available at that time.

- 10.5 Two provisional section 106 sums have been allocated to Stoke Park from planning application number 17/P/00509 ('Land at Guildford College Campus'). These are:

¹⁴ Scape is an established public sector procurement specialist that offers a full suite of OJEU compliant national frameworks and access to highly experienced teams across England and Wales.

¹⁵ Research from other similar projects has been carried out to add to the professional experience and knowledge of officers to reach this figure

- £250,000 for park improvements
- £75,000 for parking improvements

This funding will be used to support the delivery of the masterplan. The masterplan process will support the justification of further S106 monies to support improvements to the park and infrastructure required emerging out of the local plan.

- 10.6 Surrey County Council is planning an improved cycleway around the perimeter of the park funded from the LEP (Local Enterprise Partnerships)¹⁶.
- 10.7 A substantial set of information will be required to gain planning consent, which occurs around RIBA stage 3, to inform business cases and produce the masterplan. The overall cost of submitting an application is directly proportional to the complexity. In recent years, the project management and administrative costs of submitting a planning application have increased significantly – particularly since information requirements require specialist input from a number of sub consultants.

The estimated costs for RIBA stages 0-2 are set out in the table below:

Stoke park cost plan		
RIBA stages 0&1 Feasibility	£40,000	
RIBA stage 2 - Concept Design	£45,000	
Quantity Surveyor	£40,000	
Surveys	£75,000	Various surveys, e.g. topographical, ecological, drainage, utilities
Assessments	£40,000	Strategic needs assessment, heritage statements of significance, conservation management plan, catering/income assessment
Project Management	£93,600	Assumes 3 days per week @£600 per day for a short term consultancy for 1 year
Fees	£10,000	Pre app, potential full application where applicable, legal fees
Contingency	£34,360	10%
Total	£377,960	

These costs have been benchmarked against other Council projects of similar value to inform estimates for this phase of work. Once the plan is produced further reports to the Executive on the financial implications and options for the implementation of the plan will be submitted. This will include further professional fees.

¹⁶ LEPs - Business led partnerships between local authorities and local private sector businesses.

- 10.8 The plan gives the opportunity to examine new revenue streams to support the Council's need to find efficiencies and savings, for example catering, toilet provision, new or different activities. Runnymede, for instance, estimated an income from catering of £55,000 per annum for Runnymede Pleasure Grounds.

Areas where we consider income might be enhanced after facilities are improved are:

- hire of the park for events and fitness activities
- mini golf adventure
- catering rights
- Alternative uses for Home Farm.

11. Legal Implications

- 11.1 The Open Spaces Act 1906 contains provisions for open spaces to be transferred to the Council's management and how they should be managed. The masterplan will help fulfill these requirements:

"A local authority who have acquired any estate or interest or control over any open space or burial ground under this Act shall, subject to any conditions under which the estate, interest or control was acquired:

- a. hold and administer the open space or burial ground in trust to allow, and with a view to, the enjoyment thereof by the public as an open space within the meaning of this Act and under proper control and regulation and for no other purpose; and*
- b. maintain and keep the open space or burial ground in a good and decent state. . . "*

- 11.2 The park's designation as Protected Open Space will be planned for. The designation prevents development, unless:

- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.
- In respect of a disposal of open space, there is a duty to carry out a prescribed consultation process.

- 11.3 The Surrey Act 1985 (the Act) places restrictions on the use and development of Stoke Park (for example, Stoke Park may only be closed for 26 days in any one year for the purposes of the County Agricultural Show and for a further 28 days for other purposes. Only 1/12th of the land area of Stoke Park may be used for car parking). These will be fully considered as part of the development of the masterplan to ensure that all options are deliverable.

- 11.4 The Council's Procurement Procedure Rules will be adhered to for procurement of services to deliver the masterplan.

11.5 The project governance will be delegated to the Director of Environment in consultation with the Lead Councillor for Enterprise and Economic Development. A project board with supporting Councillors and Officers will be established.

12. Human Resource Implications

12.1 A short-term consultancy appointment will be required to project manage the scheme funded from the capital budget. The proposed project board will consider the appointment and recruitment procedures will be followed.

13. Summary of Options

13.1 Do nothing – Stoke Park remains largely as it is and operates within its current management plan.

13.2 Proceed with the production of the masterplan – This allows a plan to be produced recognising the opportunities and constraints of the site and reconciles those with the needs of the boroughs community, identified in the consultation. This will allow decisions on investment, improvement and provide information and the justification needed for external funding applications, as well Section 106 and Community Infrastructure Levy funding. It will provide a thorough investigation in to the feasibility for new income and efficiencies.

14. Background Papers

- Stoke Park EAB Summary Report 15 October 2018
- *'Revaluing Parks and Green Spaces – Measuring Economic and Wellbeing Value to Individuals'* 2018, Fields in Trust

15. Appendices

Appendix 1: Example park masterplan project: Runnymede Pleasure Grounds

Appendix 2: Stoke Park Summary Consultation

Appendix 3: Stoke Park Full Consultation