
Decision Maker: RENEWAL, RECREATION AND HOUSING POLICY
DEVELOPMENT AND SCRUTINY COMMITTEE

Date: Wednesday 15 November 2023

Decision Type: Non-Urgent Non-Executive Non-Key

Title: CRYSTAL PALACE PARK REGENERATION PLAN UPDATE

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Chief Officer: Director of Housing, Planning, Property and Regeneration

Ward: Crystal Palace & Anerley Ward

1. Reason for decision/report and options

- 1.1 This report provides Members with an update on the delivery of the Crystal Palace Park Regeneration Plan, including the National Lottery Heritage Fund (NLHF) works, disposal of the residential sites, and the Crystal Palace Subway restoration project, which is being delivered outside of the Regeneration Plan capital works programme.

2. **RECOMMENDATION(S)**

- 2.1 The Renewal, Recreation and Housing PDS Committee is requested to:

- Review the content contained within this report, which sets out information regarding the delivery of the Crystal Palace Park Regeneration Plan, NLHF works, disposal of the residential sites, and Crystal Palace Subway Restoration Project.

Impact on Vulnerable Adults and Children

1. Summary of Impact: The completion of all projects outlined below will have a positive impact on vulnerable adults and children.
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Transformation Policy

1. Policy Status: Existing Policy:
 2. Making Bromley Even Better Priority:
 - (1) For children and young people to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.
 - (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices.
 - (3) For people to make their homes in Bromley and for business, enterprise and the third sector to prosper.
 - (4) For residents to live responsibly and prosper in a safe, clean and green environment great for today and a sustainable future.
 - (5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
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Financial

1. Cost of proposal: No Cost:
 2. Ongoing costs: Not Applicable:
 3. Budget head/performance centre: Crystal Palace Park Regeneration Plan & Crystal Palace Subway Restoration Project
 4. Total current budget for this head: N/A
 5. Source of funding: Capital Receipts, Grants and Forward Funding
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Personnel

1. Number of staff (*current and additional*): N/A
 2. If from existing staff resources, number of staff hours: N/A
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Legal

1. Legal Requirement: None:
 2. Call-in: Not Applicable: No Executive decision.
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Procurement

1. Summary of Procurement Implications: Procurement comments were not required as a decision is not being sought.
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Property

1. Summary of Property Implications: There are no Property implications within this report.
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Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: All projects outlined below will consider how best to achieve carbon reduction and social value.
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Impact on the Local Economy

1. Summary of Local Economy Implications: The completion of all projects outlined below will have a positive impact on the local economy, particularly through increased footfall within the local area as the Regeneration Plan comes to fruition.
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Impact on Health and Wellbeing

1. Summary of Health and Wellbeing Implications: The completion of all projects outlined below will have a positive impact on the health and wellbeing of park users and local residents.
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Customer Impact

1. Estimated number of users or customers (*current and projected*): 1.4m user of Crystal Palace Park
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Yes
2. Summary of Ward Councillors comments: Ward Councillors have read the report and are satisfied with progress.

3. COMMENTARY

3.1 In March 2015 the Executive approved a new deliverable and sustainable, three-strand approach to the regeneration of Crystal Palace Park:

- The physical regeneration of the park – capital works
- A new form of governance to manage and maintain the park – the Crystal Palace Park Trust
- A new business model – enabled through the capital works and new governance.

3.2 These three strands are intrinsically linked and rely on each other to provide the park with a self-sustaining future.

3.3 In June 2022 (Report No HPR2022/22), the next steps for the Crystal Palace Park Regeneration Plan were outlined, namely the agreement to transfer the park to the Crystal Palace Park Trust on a 125-year lease, approval to dispose of Sydenham and Rockhill Villas housing sites (“Housing Sites”) and the forward funding of £4.5m to deliver the capital regeneration works.

3.4 This report provides Members with an update on the Regeneration Plan, including the three-strand approach to successful delivery, the NLHF grant funded works, disposal of the Housing Sites for a capital receipt and the Crystal Palace Subway Restoration Project.

Three-strand approach for delivery of the Regeneration Plan

Capital Works

3.5 In February 2023, Executive approved the procurement of a new multi-disciplinary team to provide the necessary consultancy services to deliver the capital works outlined within the Regeneration Plan. Due to funding constraints, it was agreed that the works would be delivered in a staggered approach, focusing on the specific areas in the park where funding had been secured. The scope for the first phase of capital delivery is as follows:

Site A:

- Renovate the Grade I listed dinosaurs and their setting, including the Tidal Lakes. Renovation to form part of the Dinosaur Project spearheaded by Historic England;
- Create a vehicle entrance and exit gateway into Penge Gate car park which is separate from the pedestrian entrance;
- Create a new dinosaur themed play area visible adjacent to the Tidal Lakes. Remove and grass over existing play area;
- Create a new-look Information Centre to form the hub of information for the park;
- Improve on-site maintenance facilities by replacing existing facilities with new purpose-built maintenance depot;
- Renovate Penge Gate car park to maximise usable area and include disabled bays, electrical charging points and secure cycle parking;
- Widen Penge Gate and install a gateway feature to announce the entrance into park within the local neighbourhood.

Site B:

- Conserve and repair the terrace walls and replace missing balustrades and copings to redefine the Upper and Lower Italian Terraces;
- Repair North Wing Wall which together with a grass embankment defines northern end of terraces;

- Install ramps running through grass embankments to facilitate accessible movement from each level of the terraces;
 - Create viewing areas on each terrace to maximise expansive views over the Park to the east.
- 3.6 In May 2023, Executive resolved to approve the award of the multi-disciplinary consultancy services contract to HTA Design LLP (Report No HPR2023/026) for the full delivery of the Regeneration Plan. The following progress has been made to date:
- Development of a site-wide landscape framework to show general scheme principles and layout, and integration with surrounding context, building on the principles set out in the OPA Design and Access Statement;
 - Development of a site-wide tree compensation strategy detailing plans for retained trees and areas for proposed new planting;
 - Costed RIBA Stage 2 designs developed for Sites A and B refining the concept proposals outlined in the OPA;
 - Prepared submissions to satisfy pre-reserved matter conditions outlined in the OPA to be submitted in late October 2023.

New Form of Governance – Crystal Palace Park Trust

- 3.7 The Crystal Palace Park Trust was established via an independent recruitment process through Community Links in 2016 and incorporated in 2018. In 2021 the Trust became a registered charity and began hiring staff to support the delivery of its charitable objectives. The Trust now employs eight permanent staff members, including a Chief Executive, Park Manager and Director of Events, with the intention to increase staffing capacity in 2024. The Trust's charitable objectives are as follows:
- Preserve, protect, manage, and improve the physical and natural environment of the Park.
 - Promote recreation in the Park, including arts, culture and heritage.
 - Promoting sporting activities.
 - Advance the education of the public, including the history and heritage of the Park.

- 3.8 In March 2023, the Council agreed Commercial Heads of Terms with the Trust, with the intention of entering into a full 125-year lease agreement for the management and maintenance of the Park. On 15 September 2023, the 125-year lease agreement and associated documents, including a Grant Funding Agreement, Asset Transfer Agreement and Deed of Endowment were executed, and Crystal Palace Park was transferred. The Trust has since been successfully managing and maintaining the Park and have employed a new parks contractor with a specific focus on improved heritage maintenance. A new security company has also been employed.

New Business Model

- 3.9 In 2020, a business model was developed by Fourth Street on behalf of the Trust, which established the future operation and management of the park. The development of this business model is intrinsically linked the Regeneration Plan capital works, whereby the Trust will become responsible for maintaining the restored heritage assets to prevent future dilapidation. Therefore, the Council is working in close partnership with the Trust throughout the delivery of the regeneration works to ensure a sustainable and maintainable future for the park.

- 3.10 Furthermore, the business model also supports the Trust's financial sustainability through the realisation of various income streams, including the existing leases within the park, generation of revenue from successful delivery of events and an annual grant of £125k from the Council. The lease agreement with the Trust stipulates all income realised by the Trust must be reinvested back into the park, in line with vision of the Regeneration Plan.
- 3.11 The Trust has already secured significant revenue through commencing the implementation of the new business model, and successfully delivered music events in the park, the first of which was held in 2021. The Trust has invested in the park with its commercial revenue through free community programming has committed to the renovation of the park's toilet block. In addition, significant capital improvements to the park's Concert Platform have been completed following a successful crowdfunding campaign. This has demonstrated the success of the Trust, and its ability to drive revenue which is entirely ringfenced for the benefit of the park, through its charitable objectives. Additionally the Trust has been awarded a National Lottery Community Fund grant which supports their revenue income over a period of four years.
- 3.12 In July 2023, the Council commissioned Counterculture to review the existing business model. This updated model will account for the opportunities introduced through the capital works programme and the growing infrastructure of the Trust. The commission is funded through the National Lottery Heritage Fund.

National Lottery Heritage Fund – Phase 1 Works

- 3.13 In November 2022, the Council submitted an application to the National Lottery Heritage Fund (NLHF) requesting circa £5m funding to support the delivery of the capital regeneration works within the park. This funding application specifically included the restoration of the Southwest corner of the park: the Penge gate, the lower Paxton axis, and dinosaur landscape. In addition, the grant will contribute towards a new dinosaur themed destination playground, the replacement information centre and the associated activity plan. The first phase known as the development phase, of this application has been successful.
- 3.14 In March 2023, Executive approved the acceptance of a £304,350 Development Grant from the NLHF to progress the capital works (Report No HPR2023/023). Due to the NLHF grant structure, an initial drawdown of £304,350 Development Grant funding is allocated to develop detailed designs and take the capital works to planning. Following completion of the Development Phase, the Council will be submitting a further application in May 2024 to secure the remaining grant funding.
- 3.15 As part of the Development Phase, a team of consultants has been procured to progress works:
- Activity planning – Counterculture

To develop and test a programme of activities to be delivered by the Trust during the capital works programme which will engage communities and complement the business plan. Focussed group consultation will take place in November and December 2023 and open consultation workshops will be scheduled in January 2024. The final activity plan will be submitted in March 2024.
 - Business planning – Counterculture

To update the Trust's business plan in line with the new opportunities introduced by the capital works. An initial workshop with the Trust was held in September 2023. The plan will continue to be developed before final submission in March 2024.
 - Fundraising – Vikki Thompson Consulting

To raise match funding for the NLHF grant and establish relationships with new funders. A pipeline of potential funders has been developed and an expression of interest to the Garfield Weston Foundation was submitted in October 2023. The fundraising contract will conclude in September 2024.

- Conservation management – Oxford Archaeology

To develop an updated conservation management plan for the Park responding to the changing conditions of heritage assets and opportunities introduced through the capital programme. A workshop with key stakeholders, including Historic England and Friends groups, was held in October 2023 to consult on the significance of the heritage in the Park. The draft management plan will be consulted on in November and December 2023 before the final report is submitted in January 2024.

- Interpretation – HTA Design

To develop an interpretation strategy for the information centre and Geological Court. Initial concepts were presented to LBB and the Trust in October 2023. The final scheme is expected to be submitted in January 2024.

- Evaluation – Alix Slater Consultancy

To evaluate the Development Phase and to develop an evaluation framework to be implemented through the Delivery Phase. Alix Slater Consultancy was appointed in October 2023 and had previously worked with LBB to write the Round 1 NLHF application.

Financial breakdown

<u>Funding body</u>	<u>National Lottery Heritage Fund</u>
<u>Total</u>	<u>£304,350</u>
<u>Received</u>	<u>-</u>
<u>Remaining to be drawn down</u>	<u>£304,350</u>

3.16 The Development Phase grant will be drawdown from the NLHF in arrears on a quarterly basis until June 2024. The first payment request will be submitted in October 2023 based on expenditure in the first quarter of activity (July-September 2023). A grant payment of 60.34% of expenditure will then be made.

3.17 The final 10% of the grant will be held until the final development phase report is submitted in June 2024.

Disposal of Housing Sites

3.18 In June 2022 (Report No HPR2022/022), Executive granted approval to dispose of the two housing sites within Crystal Palace Park known as Rockhills and Sydenham Villas for the purpose of enabling development, whereby the capital receipts generated upon disposal of the sites will be ringfenced for the delivery of the Regeneration Plan.

3.19 In June 2023, the Council's Property team utilised the Crown Commercial Services (CCS): Estate Management Framework to run a Mini-Competition, for the procurement of a suitable Marketing Agent to support the disposal of the two residential sites. A 60:40 price:quality split weighting basis was adopted to evaluate the bid responses in line with LLB policy, to identify the tender offering best value for money

- 3.20 A total of three companies submitted tender submissions for evaluation by the Assistant Director for Strategic Property and Estate Surveyor, based on criteria such as staff, skills/ experience, delivery/ resources, communication/ reporting. Evaluation of bids received and scoring by the panel occurred on the 4th August with a subsequent moderation/ consensus meeting undertaken and chaired by a Senior member of the Procurement team on the 10th August.
- 3.21 Following the conclusion of the evaluation process, Chief Officer approval was given in October to award the Marketing Agent contract to Montagu Evans for a nominal period of one year, with scope for extension if required. Montagu Evans scored highest in terms of quality with their responses to every criterion as well as proposing the lowest fee. Montagu Evans is now preparing to market the sites.

Crystal Palace Subway Restoration Project

- 3.22 Located at the intersection of five boroughs, the Grade II* Listed Subway site consists of four main parts: the vaulted Subway itself, a courtyard, stairs rising to the ground level on the east side, and a terrace on the west side. The Subway passes beneath Crystal Palace Parade and straddles the boundary of both the London Borough of Southwark and the London Borough of Bromley.
- 3.23 In 2019, the Council successfully secured £2.34m to deliver the Crystal Palace Subway restoration project and bring the derelict site back into fruition by undertaking comprehensive works to conserve the historic fabric of Grade II* listed structure, reinstate lost and compromised aspects of the site, and ultimately restore it into a viable cultural venue, making the site accessible and available for the public to enjoy and visit. This grant funding was approved by Executive (Report No. DRR19/058) in October 2019, and it was agreed that the restoration of the Subway site was to be brought forward ahead of the park-wide Regeneration Plan.
- 3.24 In February 2020 (Report No. DRR20/018), Executive resolved to add the Subway Restoration Project to the capital programme, noting that the scheme was to be fully funded by external grants from the City of London Strategic Investment Pot (SIP), Historic England and the Friends of Crystal Palace Subway.
- 3.25 Following the addition of the Subway Restoration Project to the capital programme, the Director of Housing, Regeneration, Property and Planning approved the award of a multidisciplinary consultancy services contract to Thomas Ford and Partners to deliver the scheme from RIBA 0-7. The contract commenced in April 2020 and the detailed designs for the scheme, including the Victorian style roof glazed roof over the East Courtyard, were developed. The scheme subsequently received planning in January 2022.
- 3.26 Once the detailed design phase was concluded, Executive approved the procurement of a main contractor to undertake the specialist restoration works in June 2021 (Report No. HPOR2021/033). The Executive subsequently approved the appointment of heritage conservation specialists DBR Limited in February 2022 (Report No. HPR2022/015) following a two-stage open competitive tender process. This report also provided Delegated Authority to the Director of Housing, Planning, Property and Regeneration to accept an additional forthcoming grant funding required to deliver the project. In February 2022 and 2023, Historic England increased their grant offer by a total £459k to assist with the unanticipated increase in costs during identified during the delivery of the project, and Delegated Authority was utilised to accept this increase. It was also agreed by Executive that due to funding constraints, the project would be split into two phases, whereby the first phase would focus on restoring the East Courtyard and entrance to the site from the park, so that a viable cultural venue is still deliverable. The scope for the second phase of work will contain the full repair of the waterproofing membrane above the vaulted area above Crystal Palace Parade and further repairs to columns and paving.

3.27 The first phase of works began on site in April 2022 and are anticipated for completion by November 2023. The area of the Subway is in the control of the contractor whilst the works are being carried out. The primary scope of works comprises the following:

- Full restoration of the East Courtyard, including the deconstruction and reconstruction to the North Wall, with provision of new waterproofing membrane
- Restoration of all four staircases leading to the East Courtyard, including the provision of new handrails
- Full repair of parapet walls
- Repair and reinstatement of previously existing sliding courtyard doors
- Reinstatement of the Victorian style glazed pitched roof and courtyard pavement
- Temporary repair to the damaged column in the vault that was saturated by water penetration
- Repairs to existing Victorian drainage
- Brickwork repairs, replacement and pointing to carefully match existing material
- Installation of commando sockets, distribution boards and wiring to the East Courtyard
- Relocation of standpipe to the East Courtyard for internal water supply
- East Courtyard lighting infrastructure and roof lighting
- Lighting to the West terrace, including illuminated emergency exit signs

3.28 Once the restoration works to the Subway are complete, the site will be handed over by the contractor to the Trust and opened up to allow public access. The Trust will then manage and maintain the area as part of its overall responsibility for the park. It is envisaged that a programme of community events will take place in the newly restored cultural space, alongside markets, music concerts and numerous other activities for public enjoyment. The Council continues to explore funding opportunities for the initiation of the second phase of works.

Financial Breakdown

3.29 Please refer to table below for itemised breakdown of total funding secured and monies received to date. All outstanding funding will be drawn down upon completion of the project.

Grant Funding Organisation				
	SIP Grant	HE Development Grant	HE Repairs Grant	FCPS Grant
Total	£ 2,340,674.00	£ 125,000.00	£ 834,000.00	£ 5,000.00
Received	£ 1,913,821.13	£ 125,000.00	£ 655,460.00	£ 5,000.00
Remaining	£ 426,852.87	£ -	£ 178,540.00	£ -

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

4.1 The Regeneration Plan will have a positive impact on vulnerable adults and children. The park is an unrestricted public space and leisure facility which is easily accessible by public transport and car.

4.2 The Park is designed for public enjoyment and education and includes the popular dinosaurs which are a unique London attraction. The Regeneration Plan will improve access and public enjoyment, and will increase the amount of high quality, freely accessible public land within the park. The Park provides green space for many local families who do not have access to gardens of their own.

5. TRANSFORMATION/POLICY IMPLICATIONS

5.1 The Regeneration Plan has been a long-term strategic solution for the Park which has a significant conservation deficit. Progressing this scheme will ultimately lead to a restored and sustainable park as well as eventual revenue savings.

5.2 The project will contribute to the Corporate Strategy to Make Bromley Even Better. It will meet the following objectives:

- For residents to live responsibly and prosper in a safe, clean and green environment great for today and a sustainable future.
- To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.

6. FINANCIAL IMPLICATIONS

6.1 This report requests members to note the current progress of the CPP project and the next steps.

6.2 There are no direct financial implications from this report, however failure to achieve the various milestones and progress the transfer and redevelopments risks funding tied with this project.

6.3 There is circa £4.7m still to be claimed from the National Heritage Lottery fund that cannot be claimed until May 2024, however this is dependent on all the development and scoping out works to be completed and expenditure returns being made within given timescales so that the rest of the funding can then be claimed.

6.4 The housing disposals on the site are expected to generate circa £17.5m for the council and fund the regeneration works.

6.5 Finally there are £113k of ongoing revenue savings attached to this project from April 2033, which will not be achieved if this project does not reach its conclusion.

7. LEGAL IMPLICATIONS

7.1 This report is provided to update Members on the Crystal Palace Park Regeneration Plan and there are no particular legal implications contained herein.

8. PROPERTY IMPLICATIONS

8.1 Whilst the contractor is currently in control of the Subway area in order to carry out the programme of works, this part of the park was conveyed to the Crystal Place Park Trust on 15th September 2023 along with the majority of the rest of the park, so the Council does not have direct responsibility for the security or management of this area any longer, it rests with the Trust and the contractor instead. The Sydenham and Rockhills Villas sites are still within the Council's direct control and so responsibility for those sites in respect of management, security and maintenance remains with the Council for the time being.

9. CARBON REDUCTION/SOCIAL VALUE IMPLICATIONS

- 9.1 The Regeneration Plan was assessed against the existing socio-economic baseline conditions as part of the outline planning application. Different socio-economic baseline conditions were considered to assess effects at a local, borough and regional level. The socio-economic baseline conditions were established using nationally recognised data and research, including (but not limited to) the 2011 Census, Office for National Statistics employment data, and statistics released by the Department for Education and National Health Service. Once complete and in operation, the Regeneration Plan interventions will generate 46 net jobs in the Greater London area through a variety of means.
- 9.2 The future occupants of the new residential developments within the Regeneration Plan are estimated to spend approximately £3.6 million per annum in Greater London each year. The 210 additional dwellings will account for 3.3% of the total housing target set for Bromley in the London Plan between 2015 and 2025.
- 9.3 Primary healthcare facilities within 1km of the Site currently have an average of 1,863 patients per GP, which is broadly in line with the standard of one GP per 1,800 registered patients. The residential elements of the Regeneration Plan will increase this ratio to 1,875 patients per GP, but this is still in line with the set target for the UK.
- 9.4 The landscaping works within the Regeneration Plan will improve and expand open space across the Park by around 2.7ha and the quality of the open space will be greatly enhanced through new character areas, improved infrastructure and better accessibility. The works aim to re-establish the Park's cultural significance and identity.
- 9.5 The Regeneration Plan will provide 2,730m² of publicly accessible play space across three separate areas. This space will be accessible from the residential units within the Regeneration Plan and will cater for the needs of children of all ages within these units. In addition, the over-provision provided by the Regeneration Plan will improve the provision of local play space and will be accessible to visitors and the community.
- 9.6 The assessment for the outline planning application identified no potential significant adverse effects relating to socio-economics within either the construction/demolition or operational phase hence there is no requirement for mitigation. Significant beneficial effects are anticipated during operation as a result of the provision of open space in the local area (major beneficial) and the provision of open space locally (moderate beneficial).

10. IMPACT ON THE LOCAL ECONOMY

- 10.1 The impact on the regeneration of Crystal Palace Park will be positive for residents and users of Crystal Palace Park, as well as wider Borough residents as there will be less financial pressure on other capital grants. The Subway restoration will have a significant benefit to increased footfall and spend in the local area through its development as an events venue.

11. IMPACT ON HEALTH AND WELLBEING

- 11.1 Improved access to green spaces and an enhanced community activity programme will have a positive impact on the health and wellbeing of park users.

12. CUSTOMER IMPACT

- 12.1. The number of visitors to the park is expected to increase by 15% as a result of this regeneration.

12.2 The activity programme funded by the NLHF is expected to reach at least 37,000 people over two years.

13. WARD COUNCILLOR VIEWS

13.1 Ward Cllrs have supported the regeneration plan and the grant application to date.

Non-Applicable Headings:	Personnel and Procurement Implications.
Background Documents: (Access via Contact Officer)	Report No HPR2022/22 Report No HPR2023/026 Report No HPR2023/023 Report No. DRR20/018 Report No. DRR19/058 Report No. HPOR2021/033 Report No. HPR2022/015