

Committee(s)	Dated:
Hampstead Heath, Highgate Wood and Queen's Committee	21.11.2016
Subject: Superintendents Update	Public
Report of: Superintendent of Hampstead Heath	For Discussion
Report author: Bob Warnock – Open Spaces Department	

Summary

This Report provides an update to Members of the Hampstead Heath, Highgate Wood and Queen's Park Committee on management and operational activities across Hampstead Heath, Highgate Wood and Queen's Park since July 2016.

Recommendations

It is recommended that:

- Members take account of the representations of the Hampstead Heath and Highgate Wood Consultative Committees and the Queen's Park Consultative Group.
- Members provide feedback to the Superintendent on the contents of this report, and specifically in relation to the Management Framework, including Appendix 1 – Forward Plan, the proposal for a May 2017 Affordable Art Fair event and views on the October circus.

Main Report

Open Spaces Department Business Plan

1. There is currently a corporate project to review the business planning process within the City of London. This group is looking at the process for business planning; ensuring the effectiveness of the "golden thread" between the strategic aims of the organisation and the service outcomes; ensuring the effectiveness of planning and liaison between different parts of the City of London; as well as how information is presented to Members.
2. The Open Spaces Department is engaged in this project, and is also considering business planning within the Department. Early discussions with Superintendents have suggested that one approach could be to focus the Department's Business Plan on:

- Highlighting the key strategic issues and actions for the Department and the desired outcomes (i.e. pests & diseases, green belt, population change).
 - Knowledge sharing and collective action – the things where the Divisions act together (i.e. current projects like the Open Spaces Bill, Fleet & Equipment Review, Energy Efficiency) and the desired outcomes from this work.
 - Articulating the requirements of the Department to the City (i.e. HR, IT, procurement).
3. The Business Plan would also need to reflect how the Open Spaces are delivering key outcomes for the City of London, and where the Department is working to deliver in partnership with other Departments. The business plan would also reflect the key actions and activities for each of the sites, and articulate the desired outcomes of these. The City's approach to outcomes is likely to be articulated around People, Place and Prosperity.
 4. Such an approach would necessarily reflect the importance of the site Management Plans and associated work programmes. These are particularly important due to the high levels of community engagement in these plans and the direct applicability of these plans to the sites and the communities they serve. In reality, the relationship between the Department's business plan and the Divisional plans is already one of iterative development. The Business Manager would like to see the privileged position of the management plans recognised more formally within the Department's Business Plan.
 5. As the corporate approach to business planning is being reviewed, the Superintendent has asked that the Business Manager engage with the Hampstead Heath Consultative Committee in the new year.

Management framework for the North London Open Spaces Division

6. The management framework for the North London Open Spaces Division is based on the approach outlined in the Hampstead Heath Management Plan 2007-2017, Chapter 8 – Implementation and Prioritisation. We are seeking to integrate this approach across all three sites, so that it becomes embedded into our ways of working, and as the principal means of engaging with Members, formal consultation forums and the wider community.
7. A key element of this framework is a medium-term plan to steer implementation of higher-level strategies and objectives, by prioritising programmes and projects for resource allocation.

Forward Plan

8. This is to aid agenda planning, and to give Members notice of the projects and proposals that are being prepared for their consideration and input, along with an indication of timescales. The Forward Plan will also be used to inform the Hampstead Heath Consultative Committee and Hampstead Heath, Highgate Wood and Queen's Park Committee walks programme. The Forward Plan is appended to this report.

2018 Plan and Management Framework

9. It is proposed that the 2018 Management Plan for Hampstead Heath is integrated into a management framework that includes:
 - A ten-year Management Plan that sets strategic direction, commencing in April 2018.
 - A Divisional Plan (medium-term plan) that guides implementation, commencing April 2018.
 - The Annual Work Programmes and Projects Plan.

Divisional Plan

10. Implementation of the strategic objectives set out in the 2018 Plan will be via a Divisional Plan (medium-term plan), which will be prepared, implemented and reviewed on a three-year rolling basis and align with the Corporate business planning cycle.
11. The purpose of a Divisional Plan will be to set out programmes and projects to be prioritised for resource allocation across Hampstead Heath, Highgate Wood and Queen's Park.
12. The Divisional Plan will present priorities and projects drawn from the relevant Management Plans, the Open Spaces Department Business Plan and other relevant policies and strategic documents.
13. Work on preparation of a Divisional Plan has commenced, with the 2018 Hampstead Heath Management Plan providing an impetus and with the aim of having it in place for implementation in April 2018. A draft version of the Divisional Plan will be submitted to the Consultative Committee in November 2017 for comment, and then for final approval before March 2018.

Annual Work Programmes and Projects Plan

14. The proposed Annual Work Programmes and Projects Plan has been prepared for the period January 2017 to March 2018, covering five seasons. This is to enable a transition from the previous calendar year planning cycle to align instead with the financial year. This will coincide with the 2018 Hampstead Heath Management Plan timescale and with the Corporate Business planning cycles. Following this transition period, it will continue as an annual programme, commencing in April of each year and ending the following March.
15. Highgate Wood & Queen's Park are following the same format and reporting period. The Annual Work Programme and Projects Plan for each have been adjusted accordingly.
16. Work will continue over the coming year to broaden the scope of the Annual Work Programme and Projects Plans to include all aspects of work on the Heath.
17. In June each year, the Superintendent will present a report reviewing achievements against the previous year's Annual Work Programme and Projects Plan,

and capturing learning and improvements for inclusion in the Plan for the subsequent year.

The Superintendent is seeking views from Members on the following points:

- Whether Members support the full integration of the Management Framework into our ways of working (as set out in paragraph 9).
- Whether Members consider the proposed timescales suitable for production of the Divisional Plan and Annual Work Programme and Projects Plan (as set out in paragraph 13).
- Whether Members support the changing reporting periods and consider that this will enable them, through more effective engagement, to influence and shape the management across Hampstead Heath, Highgate Wood and Queen's Park (as set out in paragraphs 14 & 15).

Review of 2016 Events Programme

Affordable Art Fair

18. The Superintendent has met with the organisers of the Affordable Art Fair to discuss their proposals for 2017. The organisers have confirmed that they wish to return to Hampstead Heath for the 7th year of the Affordable Art Fair, although they have also confirmed that the GROW London event will not proceed in 2017.
19. The organisers have submitted a proposal to hold the 2017 Affordable Art Fair from 10-14 May 2017. This would involve the Affordable Art Fair occupying the Lower Fairground site from 24 April to 19 May 2017, to facilitate set-up and dismantling of the temporary event structure. The Superintendent invites Members' feedback on this proposal to move the 2017 Fair to the month of May.
20. The 2017 Easter Fair will run from 14-17 April, the Whitsun Fair from 27-29 May, and the August Bank Holiday Fair from 26-28 August. On each occasion, the Fairs need a couple of days before the events to set up and usually a day to pack away and leave the Lower Fairground.
21. The date for 'Race for Life' has been confirmed as 8 July 2017, with the runners assembling and starting from the Lower Fairground. This event only requires the use of the site for a single day.

Circus

22. Zippos have been holding a circus with performing domesticated animals on Hampstead Heath since October 2000. The acts vary from year to year but are based around horses, dogs and budgerigars. In 2016 the circus included a number of domesticated rescue cats in the act.
23. The circus comprised of 12 performances, plus one charity performance, which raised over £200K for a selected Cancer Charity. An estimated 6,000 people attended the circus.
24. The Animal Welfare is to a very high standard and the City of London Animal Health Inspector completed an inspection of the animals at Hampstead Heath in 2015 and the circus undergoes numerous checks throughout its tour.

25. The last inspection was carried out on Thursday 12 May 2016. The Animal Health Inspector raised no concerns following this inspection.
26. There were no activists on site during the first show on Thursday 29 September. On Friday 30 September seven activists undertook a sustained period of hostile abuse, provocation and intimidation towards the Hampstead Heath Constabulary Officers. This activity was filmed by the activists and published on social media. Activists attended the event five out of the six days during the circus event programme at Hampstead Heath. Constables were required on occasion to eject the activists from the Heath due to breaches of the byelaws. On the final night, the direct action of the activists continued to include chalking on the pathway (a breach of Byelaw 2) and continuous and sustained periods of hostile abuse and intimidation towards the Constabulary Officers who were present. The activists obstructed a moving circus vehicle by lying in front of it as it attempted to depart from the Heath, the Metropolitan Police were called but were unable to attend due to another incident occurring in the Borough. Activists filmed their presence and the actions of the Constables on a number of occasions.
27. There were a number of bylaws breached by the activists, this included Byelaw 2, defacing property, 36 – Distribution of leaflets, 38 – Delivering a public address to a group of people, 44 – Entering the Circus compound itself and obstructing the free running of the event.
28. Following the circus the Superintendent received a number of emails from members of the public stating that they did not wish to see animals used in shows for the purpose of entertainment.
29. The Leisure and Events Manager is awaiting receipt of a petition, calling for a 'ban on the use of animals in Circuses in the UK'.
30. The Superintendent seeks views from Members' on the 2016 Circus to inform the 2017 licencing arrangements.

2016 Events Programme Review Report

31. The Superintendent will present a report in January 2017 reviewing the 2016 programme of events on Hampstead Heath. This will include a breakdown of the income and expenditure, and proposals for the 2017 programme of events on Hampstead Heath.

Open Spaces Bill

32. The Bill Committee hearing in the House of Commons took place on 15 November. The Committee will hear an associated petition from the Kennel Club in respect of Freedom of Information relating to community protection notices.

Capital Projects

East Heath Car Park

33. An indicative cost for resurfacing the car park using a porous asphalt surface is being obtained from the City's Highways contractor. This will inform the production of a Capital Projects Gateway 1/2 report.

The Hive

34. A feasibility report, led by the City Surveyors, was completed in September 2016. This report considered the proposed conversion of the remaining changing rooms at the Hive into a learning space to support the Learning Programme. This will inform the production of a Capital Projects Gateway 1/2 report.
35. Members of the Learning Team are currently utilising the existing office space at The Hive and sharing this space with Heath Hands volunteers.

Adventure Playground

36. In conjunction with the Open Spaces Learning Team the Superintendent will prepare a Capital Projects Gateway 1/2 report regarding the reconfiguration of the outdoor play space and equipment.

Cafés

37. In June 2016 the Superintendent appointed an Independent Consultant to undertake a programme of engagement and consultation with users and non-users of the Parliament Hill, Golders Hill Park and Highgate Wood cafés, to inform an Options Appraisal to guide future decisions on these café leases.
38. In July 2016, the City formed a Café Working Party (CWP) comprising representatives from the lead campaigners, as well as representatives from each of the Consultative Committees with knowledge of the three cafés, together with a representative of the Hampstead Heath, Highgate Wood and Queen's Park Committee. The CWP has met three times to agree the format and design of the engagement and consultation exercise, which is being implemented by the Independent Consultant. Initially a "Stakeholder Map" has been prepared to ensure the consultation is reaching all the communities that live around the Heath and Highgate Wood.
39. The engagement and consultation comprises:
- An online questionnaire was available for six weeks, and closed on 6 November. A link to the questionnaire was widely distributed to user groups and local community groups around the Heath and Highgate Wood.
 - Paper copies of the questionnaire with Freepost return envelopes were made available at the Parliament Hill, Golders Hill Park and Highgate Wood cafés.
 - Food events were held outside the cafés at weekends and during the week. These were run by the Consultant, with the full support and participation of the existing café leaseholders, and were used to engage proactively with café users.
40. A series of visits to other London Parks and Open Spaces cafés took place on 7 November, to look at a range of different offers and to meet the proprietors, to evaluate other successful business models. This was attended by six members of the CWP and the one of the existing Leaseholders.

41. Once the initial results from the online and paper questionnaires have been analysed, the Consultant will be holding a workshop with the CWP on 16 November to review the feedback and to discuss the outcomes that are emerging. This will be critical to establishing the Social, Environmental and Economic outcomes for each of the cafés.
42. Following this, towards the end of November the Consultant will report back the full findings from the consultation to the CWP, who will then have the opportunity to discuss the options for each café, taking into account the feedback from the public.
43. In January 2017, the Superintendent will present a report to the Hampstead Heath & Highgate Wood Consultative Committees, setting out the learning from the consultation and the options for café leases beyond January 2018. Once the views from the Consultative Committees have been considered, a further report will be presented to this Committee for decision.

Lido Café

44. On 30 September the City of London was notified by Digital Heroes of their intention to cease trading at the Lido Café at the beginning of October.
45. Consequently, the Superintendent will carry out a period of engagement and consultation with Lido and Heath users to inform future options for the Lido café lease. The Superintendent will aim to incorporate the learning from this engagement into the January 2017 Options Appraisal report.

Drones

46. Drones are becoming more readily available and affordable through High Street retailers, and open spaces appear to be an ideal location for those with a drone to fly them. During the past year, the Hampstead Heath Constabulary has dealt with a number of incidents relating to the use of drones.
47. Drones (without surveillance equipment) come under the definition of 'small unmanned aircraft' in the Air Navigation Order 2016 ("ANO"), being any unmanned aircraft having a weight of not more than 20kg. A contravention of any of the following provisions of the ANO is a criminal offence.
48. Under article 94 of the ANO, a person in charge of a small unmanned aircraft:
 - May only fly the aircraft if reasonably satisfied that the flight can safely be made.
 - Must maintain direct, unaided visual contact with the aircraft.
 - Must not fly the aircraft (if it weighs more than 7kg) within certain types of controlled airspace, without the permission of air traffic control, or otherwise at a height of more than 400 feet.
 - Must not fly the aircraft for the purposes of aerial work, except in accordance with a permission granted by the Civil Aviation Authority ("CAA").
49. The ANO makes a further distinction between drones with or without surveillance equipment, which are subject to additional rules. In reality, the majority of drones available through High Street retailers come with a built-in camera and are

therefore subject to these additional rules. In the ANO, drones with surveillance equipment come under the definition of 'small unmanned surveillance aircraft', being a small unmanned aircraft that is equipped to undertake any form of surveillance or data acquisition.

50. Under article 95 of the ANO, a person in charge of a small unmanned surveillance aircraft requires a permission from the CAA to fly the aircraft:
 - within 50 metres of any vehicle, structure or person, or within 30 metres of any person on take-off or landing (excluding the controller, etc.);
 - over or within 150 metres of an organised open-air assembly of more than 1,000 persons;
 - over or within 150 metres of any congested area.
51. All these rules are straightforward and objectively measurable, except for the last one. Schedule 1 of the ANO provides that:-

'Congested area' in relation to a city, town or settlement, means any area which is substantially used for residential, industrial, commercial or recreational purposes.
52. Hampstead Heath is an area within London that is wholly used for recreational purposes, and therefore comes within the designation of a congested area. This is also the view of colleagues in the Comptroller and City Solicitor's Department, with whom the matter has been discussed.
53. The Metropolitan Police are primarily responsible for the enforcement of these regulations and, although their focus will be on controlled airspace (e.g. Heathrow and Gatwick Airports) and terrorism, they will co-operate in taking enforcement action against ANO offences on Hampstead Heath.
54. In view of this advice, it is proposed that a Drones Policy is prepared for Hampstead Heath, Highgate Wood and Queen's Park. Further consultation will be required with Members and stakeholders, including the Metropolitan Police Service and relevant user groups.

Memorial Benches

55. Work on the Memorial Bench Project continues, with mapping completed across all areas of Hampstead Heath, including the areas impacted by the Ponds Project. The survey has provided detailed information about the location, construction and condition of over 550 benches across the Heath.
56. Eight benches have been replaced or refurbished as part of the landscape improvement works on the summit of Parliament Hill.
57. Work is now complete on updating the records and sponsorship contact details for memorial benches, including the transfer of historic paper records to the bench sponsorship database. This has highlighted that, due to the elapsed length of time, sponsorship details are no longer current for many benches that are nearing the end of their life and due for renewal in the coming year. In the interim, the Superintendent has endorsed the practice of placing a notification on these benches regarding its imminent renewal. This method was successfully

employed to notify sponsors of memorial benches that were in the vicinity of the Ponds Project compound and works.

58. Members of staff have received training in the use of the bench database and are using the information to plan Annual Work Programmes for bench maintenance and renewal. This work is captured in the Annual Work Programme for 2017/18. Priority areas for these Programmes include continuation of the improvement works at the summit of Parliament Hill, reinstatement of benches affected by the Ponds Project, and benches across all areas that are reaching the end of their useful life.
59. While this work continues, the waiting list will remain closed until further notice.
60. Work on reviewing and updating the memorial bench policy is underway, with a consistent approach being developed across the Heath. A detailed report and recommendations will be submitted to the Consultative Committee in 2017.

Staff Consultations

61. The Superintendent will provide an update on staff consultations at the meeting.

Learning

62. In April 2016, the new Learning Programme was launched across the Open Spaces including Hampstead Heath. The Programme puts local communities first and aims to make an impact on people's lives through connecting them to our green spaces.
63. At Hampstead Heath, the Learning Programme Team provides:
 - A play programme based at the One O'Clock Club and Adventure Clubhouse.
 - A schools learning programme based at the Education Centre and various teaching gardens.
 - A new project 'Playing Wild', aiming to work with families with under-5s to encourage play in the wilder parts of the Heath.
64. At the One O'clock Club, an enhanced programme of play activities was introduced to support children's play and development of language, creativity, problem solving and intellectual skills. Children were given opportunities to explore using their senses, to use their imaginations and solve problems through activities such as role play in a mud kitchen, exploration of ice, bubbles and foam, and art activities such as printing, painting and modelling. A total of 4,565 children and 3,483 adults visited the Centre from April to August 2016. Comments from visitors regarding the new programmes, the atmosphere and the staff are very positive:

"We love it here, we feel so safe and welcomed to come."

"The staff are amazing at what they do!!! Keep up the good work!"
65. A new programme of activities in the Clubhouse was also introduced. Young people were able to socialise, explore and assess risks, use their imagination, learn new skills, and build their confidence through activities such as making and

launching water rockets, mask making, den building, ball games and natural clay sculptures. In all, 6,990 young people took part, and feedback was very positive:

"I love the Adventure and the staff. We had so much fun doing arts and craft activities."

"My children love coming to the Adventure and Clubhouse. The Staff are great and so are all the activities. It makes me so happy seeing my children play and have fun here, as I used to come to the Adventure as a child – so glad my children can experience this too. Ephraim and the team are amazing!"

"The water slide was the highlight of my summer."

66. In addition, we offered weekly family learning programmes at the Education Centre during the school summer holidays. These were a great opportunity for inter-generational learning and the activities were well received:

"Lovely family activities put on by friendly, helpful and informative staff! Great opportunities for children to get close to nature and to learn about different species, habitats etc. We all had lots of fun, especially pond dipping and doing the arts and crafts and games, and will surely recommend to friends and be back soon ..."

"Absolutely amazing and well-informed team. The activities were different and educational ... most importantly the team made us all feel welcome and happy to participate with activities. Definitely looking forward to coming back in the future. Many thanks..."

67. The school summer term at the Education Centre was very successful, with 4,212 children participating in our Schools Programme, and an additional 441 participating in our Ponds Project. Our Schools Programme provides a broad range of curriculum-linked, facilitated workshops, which enable schools to access the unique learning environment of the Heath and enrich their learning. Feedback from participating schools has been very positive:

"The session was informative and provided children with the first-hand experience of seeing natural habitats." Hawley Infants School

"Everything was fun, interesting and interactive. Thank you!" Beis Yaakov Primary School.

"A really great activity. Raising awareness of the impact of Humans on the environment and as a team building activity!" Hackney City Academy

68. We know that young children want to play in wild areas. However, sometimes parents aren't confident or feel that the wilder areas are not safe. Our new project 'Playing Wild' helps parents break down the perceived risks of playing in wilder areas on Hampstead Heath. Some 132 participants attended our taster sessions throughout the summer holidays, which provided a variety of activities to engage parents and children with exploring the Heath. Through these sessions, we have engaged new families to take part in our longer-term project, which started on 7 September 2016.

Planning

69. The Superintendent will provide an update on planning issues relating to Athlone House, Heath House, the Water House, Whitestone House, 114-120 West Heath Road, and Parliament Hill / William Ellis Schools at the meeting.

Awards

Green Flag

70. Hampstead Heath was awarded a Green Flag for 2016/17.

London in Bloom

71. In the Walled Garden Category, the Hill Garden and Pergola received a Gold award and was the overall Category Winner.
72. In the Large Park category (over 25 acres) Golders Hill Park was awarded Gold, and has retained this level for three years.

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