

Report for: Cabinet – 9 February 2021

Item number: n/a

Title: Proposal to rename Albert Road Recreation Ground

Report authorised by: Stephen McDonnell, Director – Environment & Neighbourhoods

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Ward(s) affected: Alexandra Ward

**Report for Key/
Non Key Decision:** Non Key Decision

1. Issue under consideration

- 1.1 Haringey Council strongly believes that the names of its monuments, buildings, places and streets must be reflective of the Council's values, and the culture and diversity that the borough are so proud of today. As such, on the 12 June 2020, the Leader of Haringey Council announced a Review to look at increasing the diversity of place names.
- 1.2 As a way of further recognising the contribution residents of Haringey have made to diversity and equality across the globe, consideration has been given to the renaming of the Albert Road Recreation Ground ('ARRG').

ARRG was dedicated in perpetuity in September 2012 as a Queen Elizabeth II Field as part of the celebrations of the Queens Diamond Jubilee. As part of that dedication, the prefix of "Queen Elizabeth II Field" was appended to the site name. Going forward, any new name will also include this prefix for the purposes of the deed of dedication. This part of the name will be unchanged, should the Council agree to change the name of the recreation ground.

A public consultation exercise has been conducted on the proposal to rename the ARRG to O.R. Tambo Recreation Ground in recognition of the borough's long-standing connection with the world-renowned, anti-apartheid campaigner Oliver Reginald Tambo. ARRG is located on Albert Road, N22 and is shown edged in red on the plan attached at Appendix 1 of this report.

- 1.3 This report seeks authority to change the name of the ARRG to O.R. Tambo Recreation Ground and sets out the reasons behind the recommendation for the proposed change of name and the results of the public consultation.

If agreed, the deed of dedication will also be updated to reflect the new name as "Queen Elizabeth II Field O.R. Tambo Recreation Ground" with the site known locally and referenced as "O.R. Tambo Recreation Ground".

2. Cabinet Member Introduction

- 2.1 The decision that we are taking is to rename Albert Road Recreation Ground as the O. R. Tambo Recreation Ground. This decision reflects the long and historical relationship that Oliver Tambo had with the area, and one that is reflective of our borough's values, culture and diversity.
- 2.2 In the last year, we have been reminded once again of the deeply unjust and entrenched disparities that continue to exist in society today. The Black Lives Matter Movement highlighted that one of these is the lack of public recognition of the contribution that Black people have made to our borough's proud and rich history.
- 2.3 Oliver Reginald Kaizana Tambo was a South African Anti-Apartheid activist who served as the President of the African National Congress (ANC) between 1967 and 1991. He is an adopted son of Haringey, having lived in exile with his family in Muswell Hill for nearly 30 years.
- 2.4 Haringey has a long and proud history of welcoming people from around the world with open arms. We are a proud multi-cultural, multi-ethnic borough. We have been a home from home for people fleeing persecution from all over the world for generations. Oliver (known as O. R. by his friends) and Adelaide Tambo fled to Haringey as a place of refuge from the racist South African Apartheid regime.
- 2.5 For many years O. R. Tambo was the focal point of the Anti-Apartheid Movement in the UK, and a decision maker in the struggle as the ANC fought to bring an end to white minority rule in South Africa. His contribution to the struggle was noted by the Truth & Reconciliation Commission in 1998.
- 2.6 People are often uncomfortable with change, and some people will ask why place names, street names and statues matter. We believe they matter because, as a society who we choose to elevate, commemorate, and celebrate reflects the value we place on those people and the communities they represent. Furthermore, it reinforces a belief that their life achievements can be a role model for others. Changing the name of a park or a street does not eradicate racial injustice on its own, but it is one of the tangible steps we can take that ultimately make that wider change happen.
- 2.7 The life and contribution of Oliver Tambo has been recognised in Albert Road Recreation Ground with a statue and memorial, however, having considered the views of stakeholders and the results of the public consultation, and whilst I am sure that it will be commonly known as Tambo Rec for short, we are now pleased to take the decision to rename the Rec as the O. R. Tambo Recreation Ground.

3. Recommendations

- 3.1 The Cabinet are recommended to:

- (i) Note that a six-week public consultation was carried out between 9 October and 23 November 2020, on the proposal to change the name of the ARRG to O.R. Tambo Recreational Ground, and to consider the responses received and set out in paragraphs 6.14 and 6.15 of this report;
- (ii) Agree to rename the park known as the “Albert Road Recreation Ground” (and shown edged red on the plan attached at Appendix 1) to “O.R. Tambo Recreation Ground”, re-enforcing the borough’s strong beliefs of diversity as set out in the Borough Plan, and in recognition of O.R. Tambo’s historical achievements in fighting apartheid; and
- (iii) Agree to update the deed of dedication to “Queen Elizabeth II Field O.R. Tambo Recreation Ground”.

4. Reasons for decision

- 4.1. On 9 June 2020, the Mayor of London announced a Commission for Diversity in the Public Realm to review and improve the diversity across London’s public realm to ensure the capital’s landmarks suitably reflect London’s achievements and diversity.
- 4.2 As a response to the Black Lives Matter movement and protests, on 12 June 2020, the Leader of Haringey Council announced a Review of Monuments, Building, Place and Street Names in Haringey.
- 4.3 For a number of years, it has been suggested that the ARRG located in Albert Road, N22 is renamed to reflect the proud and long-standing history that the ARRG has with O.R. Tambo, in turn reflecting the values that make Haringey the vibrant, inclusive and multi-cultural borough it is.
- 4.4 Although this decision sits out of the wider Review of Monuments, Building, Place and Street Names in Haringey, renaming is being considered under the same ethos for change. It is also felt that now is the right time to harness that engagement and willingness to increase the borough’s diversity, and will contribute to a number of strategic outcomes detailed in the Borough Plan’s Equality Principles, People Plan, Outcome 5 , 8 and 11 (as detailed further within this report).

5. Alternative options considered

- 5.1 Do nothing and leave the name as is. This option is dismissed as it fails to recognise and increase the diversity of place names within the borough, and thereby fails to reflect and celebrate the borough’s diverse communities and history.

6. Background information

- 6.1 Little is known about the history of the ARRG, but it is assumed that the ARRG was initially named after Albert Road within which it is located. It can also be assumed that the ‘Albert’ in question is Prince Albert, husband to Queen Victoria, who died in 1861.

- 6.2 The Ordinance Survey map of 1888 is the first map to show Albert Road as one of the few existing roads marked and named. A later map of 1924 shows for the first time a 'recreation ground' marked and is then noted as the ARRG in a street directory of 1926.
- 6.3 In more recent years, the ARRG has enjoyed a long and established history with O.R. Tambo. For over two decades beginning in the 1960s, he and his family lived in exile near the ARRG and used it daily. Tambo was (along with others) instrumental in abolishing apartheid from South Africa and is considered as one of the founding fathers of the modern-day country.
- 6.4 In the last 10 years, two memorials have been installed within the ARRG in memory of Tambo. Both the bust (2009) and statue (2019) were donated by the people of South Africa, through the South African High Commission.
- 6.5 Oliver Reginald Tambo was known affectionately to his family and friends as O.R.
- 6.6 On 20 September 2012, the Council entered into a Deed of Dedication with the National Playing Fields Association dedicating the ARRG as "as a public playing field and recreation ground for the benefit of the inhabitants of Haringey and thereabouts and the site will be titled the Queen Elizabeth II Field Albert Road Recreation Ground". The prefix of 'Queen Elizabeth II Field' will remain in place within the variation to the Deed when the park is renamed.
- 6.7 The Friends of the ARRG and Pavilion Sport and Tennis based within the café in the ARRG have been instrumental in recent years, driving the name change to reflect the connection with Oliver Tambo and further harnessing the ARRG's history and links with South Africa. However, stakeholders were keen to retain reference to 'recreation ground' within any name change as they felt it suitably reflects the usage of the site for both organised and recreational sporting activities.

Consultation

- 6.8 Between the 9 October and 23 November 2020, the Council held a public consultation to garner local views for the proposal to rename the ARRG.
- 6.9 The consultation asked one main question: Do you support the renaming of the ARRG to O.R. Tambo Recreation Ground?
- 6.10 Consultation letters were delivered directly to all addresses within 1km radius of Albert Road Recreation Ground, amounting to nearly 9,000 households. The consultation was publicised in a number of ways including posters being displayed within the ARRG and surrounding area, social media, on the Council's website and in local newspapers and online. Background information on the proposal was provided as well as information on future improvements planned for the Rec.
- 6.11 Consultation responses were submitted via an online questionnaire, available for anyone to complete; however, postcodes were requested so that data could be analysed to see if there was a difference in opinion between those who live locally to the park and the wider population. A phone number was also provided within all publicity and consultation material for those who either didn't have access to

the internet or needed help completing the consultation. Answers were input directly into the online consultation document and submitted on their behalf.

6.12 At the time of closing on 23 November, 730 responses were received in response to the public consultation.

6.13 Overall the result was very close, with 370 in favour of changing the name and 360 against. This represents 51% in favour and 49% against. Having considered all responses, it is felt that on balance the recommendation to change the name of the ARRG will both recognise the proud and long-standing history that the site has with O.R. Tambo, and also reflect and further enhance the values that contribute towards Haringey being the vibrant, inclusive and multi-cultural borough that it is.

6.14 Respondents who supported the renaming were mainly happy that Oliver Tambo and his achievements, as well as his link to Haringey, were being recognised in this way.

Comments include:

- *This is a wonderful idea as it showcases our support for anti-racist values and honours an important local figure.*
- *I think this is an excellent idea, and will hopefully inspire more people to learn about his story and the struggle to end apartheid in South Africa*
- *It's an important part of the history of civil rights, and high time more men and women of colour are celebrated for their contributions and sacrifices.*
- *I am fully supportive of Haringey renaming areas, buildings, places and streets that are no longer relevant, are offensive, outdated and in anyway supportive of Britain's colonial history. In such a diverse borough it is only appropriate that anything considered offensive or exclusive of a BAME community. Well done Haringey!*

6.15 Comments received in objection to the proposed change of name fell broadly into 12 categories. These are detailed below, along with some example comments, and the Council's response.

Issue	Example comments	Officer response
<u>Council resources could be better used</u> - 68 people who objected to the proposal thought that the Council should be focusing on other priorities and not spending money on this, especially during a pandemic.	<ul style="list-style-type: none"> • <i>'I am really angry this is being prioritised at a time when Council services are under huge pressure due to COVID-19. ... Consultations like this are costly and time consuming and quite frankly I am disgusted it is being contemplated during the current time.'</i> 	The cost of changing the name of Albert Road Recreation Ground is minimal. This would only involve changing the signs which could be done as part of a regular maintenance visit to the park and would cost less than £500. There will be some legal costs incurred with changing the Deed of Dedication and Leases.
<u>Already monuments to Oliver Tambo in the park</u> - 61 people felt that two statues within the	<ul style="list-style-type: none"> • <i>'The Albert Road Recreation Ground is a perfectly reasonable existing name and the</i> 	The existing statues were funded by the South African High Commission and illustrate how

Issue	Example comments	Officer response
<p>park were enough memorials to Oliver Tambo and that renaming the Rec after him was excessive.</p>	<p><i>existing statue of Oliver Tambo is both large enough and important enough in itself not to pander to political correctness. The statue in and of itself reflects the values of the legacy that Oliver Tambo left us with today and the values of the BLM movement.'</i></p>	<p>important Oliver Tambo was to their country and history, and mark the connection he had to the Rec and local community. Renaming the park in his honour would be Haringey's tribute to a former resident who regularly used the Rec. Naming the park after Tambo could attract visitors and admirers of Tambo to the borough and strengthen the park's link to Tambo and the people of South Africa.</p>
<p><u>Historical name of the park and that is it known as Albert Rd Rec</u> - There was a lot of affection for the name Albert Road Recreation Ground and 42 people felt renaming it was stripping them of the heritage of the area which, as they pointed out, was developed in the Victorian Era and named after one of Britain's most famous Queen consorts.</p>	<ul style="list-style-type: none"> • <i>'Firstly, I disagree with stripping the Rec of its current name. Why should we erode our national heritage to create a different narrative that suits a political agenda is something I fail to be supportive of. We should not be ashamed of the Albert Road Rec Park!'</i> 	<p>From historical maps and documents we have found that the recreation ground was only given its name by virtue of where it is located on Albert Road, rather than being named after Prince Albert. Oliver Tambo is part of the borough's more recent heritage and the cultural value of naming the Rec after a world-famous former resident who stood for equality and diversity also reflects Haringey's values and community.</p>
<p><u>Naming places after politicians</u> - 18 respondents did not want the ARRГ's name changed to that of a person and in particular a politician, as they saw it as politicising the park.</p>	<ul style="list-style-type: none"> • <i>'I believe that place names, street names or parks should not be named after a person. It has proven that is now a problem. Albert Road Rec is a generic name, it is non offensive'</i> • <i>'I do not agree with naming local, publicly owned facilities after politicians - politicians of any stripe. Even in South Africa, the ANC policy when it first came into government was not to name landmarks and facilities, such as</i> 	<p>Albert Road Rec would be renamed after Tambo in tribute to his work on ending apartheid and also as he was a resident of the borough for over two decades. It is considered fitting to name the Rec after him and recognise the importance of his work towards achieving equality.</p>

Issue	Example comments	Officer response
<p><u>Violent/ terrorist activities</u> - 20 respondents made specific reference to the 1983 Church Street bombing and links to Tambo, and felt in light of this, the park should not be named after him.</p>	<p><i>airports, after politicians.'</i></p> <ul style="list-style-type: none"> <i>'By all accounts, Tambo directed acts of terrorism from the UK which directly caused the deaths of innocent SA civilians ... Tambo has blood on his hands and shouldn't be held up as a beacon or role model.'</i> 	<p>We recognise that some abhorrent and inexcusable acts of violence were made on both sides, during apartheid and the struggles that came with fighting the apartheid regime. However, we hope that this commemoration of Tambo of his time in Haringey and his fight for equality will increase the understanding of apartheid and the struggle to end it in South Africa. Through this understanding, people will learn how divisive and destructive racism and discrimination is.</p>
<p><u>Geographical location</u> - 12 people thought that Albert Road Rec should retain its name as it clearly stated where the Rec was and renaming it would create confusion.</p>	<ul style="list-style-type: none"> <i>'I think that Albert Road Rec is the appropriate name as it is located in Albert Road which is easily found on Google Maps and other street directories. This is helpful for people who are not acquainted with the area.'</i> 	<p>Whilst we appreciate this point, many parks are not named after the roads they are on such as Queens Wood, Alexandra Palace etc and naming the Rec after a prominent person such as Tambo will raise the profile of the Rec and surrounding area.</p>
<p><u>Other issues in the park</u> - 12 respondents said that they would prefer other works in the park, especially drainage, to take priority over renaming the park.</p>	<ul style="list-style-type: none"> <i>'My main reason is that it will cost a lot of money and the playground needs that money more to drain it properly for example'</i> 	<p>Renaming the Rec O. R. Tambo Park will not affect other improvements that are planned for the park, some of which are dependent on securing funding. The cost of renaming the park is low and will not affect any of these future improvements.</p>
<p><u>Prince Albert</u> - 13 respondents were unhappy that Prince Albert's name was being removed from the park and argued that as the</p>	<ul style="list-style-type: none"> <i>'Albert, after whom the park is named, did an incalculable amount for residents of this country, right up to today. Without him the</i> 	<p>We recognise that Prince Albert is an important figure in British history and as such has numerous parks, roads, landmarks and beyond named after</p>

Issue	Example comments	Officer response
<p>President of the Society for the Extinction of Slavery he did as much as Tambo to fight for liberation of an oppressed group.</p>	<p><i>museum area of South Kensington would not have been developed as a free source of education, enlightenment and inspiration for generations. Why on earth would you change the name.'</i></p>	<p>him, not only in Haringey but across the country. As previously stated, the Rec was not directly named after Prince Albert, but rather after the Road that it is located. Albert Road will remain as it is.</p>
<p><u>Other names should have been considered/a local person</u> - 19 people who opposed changing the name of the park said they felt that, as Tambo's achievements were mainly in South Africa, the Rec should be named after someone British or someone who had benefitted the local community, and some argued that the park should be named after a female to tackle the invisibility of BAME women.</p>	<ul style="list-style-type: none"> • <i>'Oliver Tambo already has a bust and statue there. He has been rightly recognised but one could argue that there are others who have lived locally and made significant contributions to society. If you want to rename the park then you should local residents several names to choose from. This is not a democratic exercise and Oliver Tambo fought for democracy.'</i> • <i>'If the Rec is to be renamed, I believe it should be given the name of a woman. We must begin to tackle the inequality of public memorials being given to men over women. In the year of the pandemic, we could be naming the park after Mary Seacole.'</i> 	<p>Other names have been considered for other projects such as renaming Black Boy Lane. O. R. Tambo has been suggested for Albert Road Rec because of his direct link with the park. We believe this was a democratic exercise as there was a choice between retaining or changing the name.</p>
<p><u>Build a new green space for this name</u> - 5 people supported using the name O.R. Tambo in the borough but would prefer it to be used for a new green space.</p>	<ul style="list-style-type: none"> • <i>'Yes! To name a park after Mr Tambo is a great idea, he was an important figure, but - build/make a NEW park instead of changing an existing one.'</i> 	<p>Creating new parks requires land and costs a great deal. The Council does not currently have any plans to create any new parks, and considering the connection Albert Road Rec already has with this historical figure, it feels only right to celebrate him in this way, and therefore increasing the diversity of place names in Haringey.</p>

Issue	Example comments	Officer response
<p><u>Comment made by both those in support of the remaining and those against re the name O. R. Tambo Recreation Ground</u> - 12 people opposed to changing the name of the Rec explained that they thought the name O. R. Tambo Recreation Ground was too long and sounded old fashioned they expressed a preference for the initials O.R to be removed from the name.</p> <p>This was also echoed by 45 respondents who supported renaming the Rec. It was also thought that just using Tambo could also honour Oliver Tambo's wife, Adelaide Tambo, who herself was an avid anti-apartheid campaigner and a nurse. 11 people specifically asked for this, with three people suggesting the name of the Park should be Adelaide Tambo.</p>	<ul style="list-style-type: none"> • <i>'I agree it should be changed in recognition of Mr Tambo but I think Oliver Tambo Park sounds better than the proposed name - using the initials seems a little odd.'</i> • <i>'I just wonder whether it should simply be "Tambo Recreation Ground", so as to include his wife in the naming, who also had a huge impact and was very active in the community from what I understand.'</i> • <i>'O.R. Tambo Recreational Ground seems too wordy. why not just Tambo Recreational Ground'</i> • <i>'I think it would be more fitting to rename it after Oliver Tambo's wife Adelaide Tambo. There are already two tributes to OR in the park, but Adelaide spent more time here and worked as a nurse, as well as being active in the struggle against apartheid.'</i> 	<p>Other variations of a proposed name recognising Oliver Tambo were considered, however it was felt by those who knew him, that O.R. Tambo was the most appropriate choice. This is because he was affectionately known as O.R. by close friends and family, and thus cements the enduring and close relationship the borough has with him and his legacy.</p> <p>Adelaide Tambo is to be recognised and honoured in her own right with the planned naming of a new road in Muswell Hill, to Adelaide Close, N10.</p>
<p><u>Rhodes Avenue and School</u> - 10 respondents from both those supporting and not supporting the name change asked for Rhodes Avenue / School to be renamed.</p>	<ul style="list-style-type: none"> • <i>'Please also consider renaming Rhodes avenue and school.'</i> • <i>'If the Borough wants to remove a name which is now considered tainted and also commemorate Tambo, then I suggest that the Rhodes Avenue</i> 	<p>There is a wider Review on Monuments and Place names and this will potentially be looked at through that.</p>

Issue	Example comments	Officer response
	<i>Primary School be renamed the OR Tambo school.'</i>	

7. Contribution to strategic outcomes

- 7.1 The Borough Plan's Equality Principles state "Haringey Council is committed to the principles of equality of opportunity, fairness and quality of life for all, both in terms of how we work with the community and in our role as an employer".
- 7.2 The Borough Plan's People Priority has a vision for "a Haringey where strong families, strong networks and strong communities nurture all residents to live well and achieve their potential". The People Priority states we will "tackle the barriers that disproportionately affect the independence, health and wellbeing of some residents, using a social model to tackling disadvantage that looks at the systemic and other barriers that can prevent people from, achieving their potential". The Priority also states, "we will work alongside local communities in confronting challenges early and in building cohesive, supportive and connected communities which nurture, project and support all residents".
- 7.3 Outcome 5 of the People Priority is for "Happy childhood: all children across the borough will be happy and healthy as they grow up, feeling safe and secure in their family and in our community". Objective 5d) states "Children will grow up free from violence and fear of violence in the community wherever they live in the borough".
- 7.4 Outcome 8 of the People Priority is for "Strong communities where people look out and care for one another". Objective 8c) "Caring and cohesive communities which can offer support" states we will "Develop multi-agency approaches to tackle and reduce Hate Crime based on a zero-tolerance approach: crime targeted at people because of their race, religion, disability, sexual orientation or gender identity".
- 7.5 Outcome 11 of the Place Priority is for "A culturally engaged place" includes objective a/b) to "Foster a strong and diverse cultural offer". It states we will "Celebrate what is distinctive about Haringey so that our residents are inspired to take part in the great culture on their doorstep and attract visitors from across London and beyond to join us".

8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

8.1 Chief Finance Officer

- 8.1.1 The main cost of renaming the ARRG would be spent on replacing signage which is expected to cost less than £500. There will also be some minor costs incurred in regard to legal obligations to amend Deeds and leases relating to Albert Road Recreation Ground.
- 8.1.2 The costs of these changes will be met from existing budgets and will have no impact on any future improvement works planned for the Rec.

8.2 Legal

- 8.2.1 The Council has various powers dealing with its functions in respect of the park but there is no specific statutory power dealing with renaming.
- 8.2.2 However, the Council may rely on the provisions contained within s.111 of the Local Government Act 1972 (incidental to its function) to change the name of the ARRG. The London Buildings Act (Amendment) 1939 gives the Council the power to rename streets and roads in the borough. This requires the Council to consult on the proposed changes and consider any objections before making the order. This doesn't extend to public open spaces. The Council has therefore mirrored the consultation period required under the aforementioned 1939 Act by involving a wider proportion of the population for a period spanning 6 weeks.
- 8.2.3 Changing the name of the recreation ground under s.111 of the Local Government Act is an executive function.
- 8.2.4 A Deed of Dedication dated 20 September 2012 was entered into between the Council and the National Playing Fields Association in respect of the ARGG. Under that deed, the Council agreed that the site will be titled the 'Queen Elizabeth II Field Albert Road Recreation Ground'. In order to change the name, the consent of the National Playing Fields Association will be required, and a Deed of Variation entered into. The National Playing Fields Association have confirmed that they will give approval and enter into a variation to the Deed to facilitate the change of name.

8.3 Equality

- 8.3.1 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:
- Eliminate discrimination, harassment and victimisation and another conduct prohibited under the Act
 - Advance equality of opportunity between people who share those protected characteristics and people who do not
 - Foster good relations between people who share those characteristics and people who do not
- 8.3.2 The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status apply to the first part of the duty.
- 8.3.3 The report recommends noting of the proposed approach to the renaming of the ARRG in Alexandra Ward. The reasons for the proposed renaming of the park reflect the Council's commitment to equality, diversity, and inclusion, and arise from an anti-racist social movement. A renaming that results from the consultation may be considered a measure to foster a community that shares these values. As such, a renaming may be a step onwards fostering good relations within the community between people who share the protected characteristic of race and ethnicity, and others.

8.3.4 The consultation period for these proposed changes was open for six weeks and was available for anyone to complete. As stated in section 6.9, the form was primarily online but a phone number provided for those who either didn't have access to the internet or needed help completing the consultation, ensuring all protected groups were able to submit a response.

9. Use of Appendices

Appendix 1: Map showing location of Albert Road Recreation Ground, N22

Appendix 2: Consultation document delivered to residents and published online

Appendix 3: Consultation comments received in full.

10. Local Government (Access to Information) Act 1985

www.haringey.gov.uk/news/leader-statement-review-monuments-building-place-and-street-names-haringey

www.haringey.gov.uk/local-democracy/policies-and-strategies/borough-plan

www.london.gov.uk/press-releases/mayoral/mayor-unveils-commission-to-review-diversity