

## REPORT FOR CONSIDERATION AT PLANNING COMMITTEE

**Reference No:** HGY/2009/1591

**Ward:** Alexandra

**Date received:** 22/09/2009

**Last amended date:** N / A

**Drawing number of plans:** 0923 LL 101, 102

**Address:** Newlands Playing Field, Alexandra Park N8

**Proposal:** Construction of a new exercise and sports facility on part of the Newlands Playing Field

**Existing Use:** Recreation / MOL

**Proposed Use:** Recreation / MOL

**Applicant:** Mr Martin Hall Haringey Council, Recreation Services

**Ownership:** Alexandra Palace Trust

## PLANNING DESIGNATIONS

Conservation Area

**Officer Contact:** Matthew Gunning

## RECOMMENDATION

GRANT PERMISSION subject to conditions

## SITE AND SURROUNDINGS

The application site relates to a part of Newlands Playing Field, located in the south eastern corner of Alexandra Park; an 80 hectare Green Flag award winning park which surrounds Alexandra Palace.

To the south of the playing fields, beyond Newlands Road is Campsbourne Estate; a Homes for Haringey housing estate. To the east of the part of the playing field is the Hornsey Water Treatment Works. 100m to the north of the site and separated by long grass is the Racetrack Sports ground, which comprises of 2 cricket pitches, 3 soccer pitches and a clubhouse leased to Alexandra Park Football and Cricket Club. This part of the site previously included a racecourse which closed in 1970.

The application site falls within land designated as Metropolitan Open Land (MOL) and is on land designated of Grade I Borough ecological importance. In addition the land falls within a Conservation Area, given Alexandra Park's designated as Historical Park and given Alexandra Place is a Grade II listed building. The application site and the rest of Alexandra Park is managed by Alexandra Palace Trust.

## **PLANNING HISTORY**

HGY/2004/1495 - Use of site as a Farmers Market operating every Sunday between 0930 and 1700 hours. – Approved 21-09-04

HGY/2005/0325 - Demolition of existing putting kiosk and erection of new putting kiosk. – Approved 07/04/2005

HGY/2005/0330- Provision of canopy, alterations to elevation, remodelling of boat store and cafe buildings. Boat store to be used as cafe and cafe to be used as boat store. – Approved 05/04/2005

HGY/2005/1566 - Erection of single storey toilet block comprising 1 x disabled boys toilet and 1 x disabled girls toilet. – Approved 06/10/2005

HGY/2007/0958 - Variation of Condition 1 (limit to operating period) attached to planning permission reference HGY/2004/1495 to allow use of site as a farmers market operating every Sunday between 0930 and 1700 hrs for a further five years. – Approved 03/07/2007

## **DETAILS OF PROPOSAL**

The proposal is for the construction of a new exercise and sports facility on part of the Newlands Playing Field. This 'adiZone' multi-use sports areas will be in the shape of the Olympics 2012 logo and forms part of the London 2012 legacy. AdiZone's have already been installed in the five Olympics-host boroughs (Tower Hamlets, Greenwich, Hackney, Newham and Waltham Forest) and have been created by adidas to help get more young people and families into sport and physical activity, as part of adidas's sponsorship of the London 2012 Olympic and Paralympic games.

## **CONSULTATION**

Ward Councillors (Alexandra & Hornsey)

LBH - Arb - Alex Fraser

LBH - Conservation Team

LBH - Parks - Michael Loughnane

Alexandra Palace Residents Association

Alexandra Palace Manager

Alexandra Palace & Park CAAC

1-24 (c) Koblenz House, Newland Road

1-33 (c) Newland House, Newland Road

1- 4 Palace View, Newland Road  
1-16 (c) Rhein House, Campsfield Road  
1-21 (c) Campsfield Road  
Campsbourne Junior School Nightingale Lane  
161-175 (o) Nightingale Lane

## PRE-APPLICATION CONSULTATION

Pre-application consultation took place in the Campsbourne Estate in March 2008 with a 'roadshow' on the Campsbourne Estate to introduce the adiZone project in August 2008.

## RESPONSES

Letters of objections have been received from the residents of the following properties: 6, 19 Campsfield Road, 36 Nightingale Road, 77, 79 Boyton Road, 18, 26, 28, 76, 82, 87, 96a, 124, 105, 145a North View Road, 14, 17, 21 Newland House, 73, 80 South View Road, 4 Eastern Road, 67, 95 Redston Road, 39 Warner Rd, 47 Rectory Gardens, 8 Linzee Road, 12 Rookfield Avenue, 309 Queens Lane, 26 Muswell Avenue, 80 Barrington Road, 35 Woodfield Way London N11, 38 Hornsey Park Road, 2 Station Cottages Bedford Road, 36 Dorset Road, 231 Victoria Road, 42 Beechwood Road, 90a Turnpike Lane, 31 Tottenham Lane, 194 Sirdar Road, 51 Sandringham Road, 1 Park Avenue, 16 Rectory Gardens; 71 High Street London, Hornsey, 35 Judd Apartments Great Amwell Lane, 300 Alexandra Park Road, 13 South View Road, as well as 4 letters with no address identified. The objections (50) to the proposal are summarised as follows:

- Proposal will be a gathering place for gangs/ anti social behaviour;
- Proposal will create a 'no go area';
- Loss of green space;
- Proposal would be an eyesore;
- Impact on natural beauty of the Park;
- Unsympathetic colours for a green space;
- The garish colours are not essential;
- Inappropriate materials;
- Impact on the character and appearance of the Conservation Area/ Heritage Park;
- Impact on view of the Palace;
- Impact on wild/ informal/ rural look of this part of the park;
- Impact on wildlife;
- Advertising inappropriate;
- Noise and disturbance;
- Noise and disturbance from music;
- No provision of toilets;
- No provision for waste disposal;
- Maintenance/ replacement costs not considered;
- Traffic implications/ parking problems;
- There are adequate sports facilities in the area;

- Should be provided directly within Campsbourne Estate or housed within Alexandra Palace;
- Incorrect location;
- Inadequate consultation.

### Alexandra Park and Conservation Area Advisory Committee

The proposed location is within the Alexandra Park and Palace Conservation Area, an area that is also designated as Metropolitan Open Land, which gives it a higher conservation status that is the equivalent of green belt. The site is within south east quarter of the Park which is characterised as 'open field' with almost uninterrupted views to the boundaries. Similarly, there are views from the Palace promenade that are protected vistas. In recent years these views have been compromised by the building of New River Village and the water treatment plant. The proposed development within the open field near Newland Road would be an additional objectionable intrusion in the landscape.

The appearance of the proposed adiZone is deliberately designed to have a high visual impact with prominence given to the London 2012 logo and Olympic rings. The proposal states: "In this way the facility can be easily recognisable looking down from the direction of Alexandra Palace Way".

The proposal also states: "The whole amenity will be decorated with the adidas triple stripes and within the facility will be images of Olympic athletes with the strap line: impossible is nothing". Adidas logos would be visible on the equipment, which includes two basketball backboards 3.7 metres high.

The APPCAAC's view is that this overtly commercial and high visual impact design is completely out of keeping with the character of the conservation area. What might be acceptable in an urban context is objectionable when put in the context of the open parkland and semi-rural nature of this quarter of the Alexandra Park.

It is impossible to see this proposal in any way as enhancing or protecting the conservation area, which is a requirement for any development within the Park. The proposal is also in conflict with Haringey's UDP Policies: UD3 (General Principles), UD4 (Quality Design), OS2 (Metropolitan Open land) and OS4 (Alexandra Palace and Park). These are sufficient grounds for refusal of the proposal.

The APPCAAC would also like to comment on some other aspects of this proposal:

First, we are disappointed that this idea should have become a formal planning application in advance of it being considered by the Alexandra Palace and Park Charitable Trust who are the land owners and who have a number of consultation and advisory committees.

Secondly, the proposal refers to public consultation in the Campsbourne area in 2008 and 2009, which led up to this idea for which it is claimed that “Residents throughout the age range were strongly supportive of the proposal”. However, the APPCAAC has received a number of inputs that suggest the consultation may have been inadequate and there are strong objections now being made by residents to the proposal and in particular to the location within Alexandra Park. In addition it would seem that the views of residents from some of the roads that are likely to be affected by the proposal (including Newland Road and Nightingale Lane) have not been consulted either.

Thirdly, although this proposal is intended to respond to the needs of residents where there is no outlet for exercise other than walking or jogging and with no sports equipment, there are real worries that an unintended consequence might be that the facility would become a focus for antisocial behaviour. The APPCAAC has concerns that prior to this proposal having been made, consultation with the Safer Neighbourhoods Team may have been less than thorough and it is understood that the Team have worries about the proposal as it now stands.

Although the APPCAAC objects to this specific proposal, it does so only because of what we see as real deficiencies in it. The CAAC would argue that the Campsbourne area deserves something better than what is now on offer. For example, we would prefer a proposal for some more comprehensive sports and social facility, not dependent on daylight hours and which could be under some form of supervision. An ideal location for such a facility would be on the council owned land to the south of Campsbourne that is currently a disused car-pound.

#### Muswell Hill & Fortis Green Residents Association (as summarised)

- The proposal introduces into the open space an alien element with garish colours and adverting matter;
- Out of character with the surrounding and would not maintain or enhance the character of the Conservation Area;
- Too close to residential area and would be source of noise and disturbance;
- Do not oppose recreational development but the proposal needs to have greater local support, as well as be a long term and appropriate facility;

Letters of support (6) have been received from the residents of 38 Park Avenue North, 117 Redston Road, 37 Warner, 12 North View Road; as well as 2 additional letters with no addresses. These residents support the proposal for the following reasons:

- Social benefit;
- Lack of facilities for younger people on the southern fringe of the park;
- The proposal is small enough to have minimal impact;
- Need for young and not so young to have access to activity facilities/ free of charge;

- Support the proposal subject to it being properly maintained and monitored (CCTV);

## **RELEVANT PLANNING POLICY**

### National Planning Policy

PPG2 Green Belt

PPG17 Planning for Open Space Sport and Recreation' (2002):

PPG 24 'Planning and Noise'

### London Plan

3D.10 Metropolitan Open Land

3D.14 Biodiversity and nature conservation

3D.5 Sports Facilities - The Mayor will work with strategic partners to promote and develop London's sporting facilities. This will include the promotion of London as the home of the 2012 Olympic Games and Paralympics.

### Unitary Development Plan 2006

G9 Community Well Being

UD3 General Principles

UD4 Quality Design

ENV2 Surface Water Runoff

ENV6 Noise Pollution

ENV7 Air, Water and Light Pollution

CLT1 Provision of New Facilities

OS2 Metropolitan Open Land (MOL)

OS4 Alexandra Park & Palace

OS5 Development adjacent to Open Space

OS6 Ecologically Valuable Sites and their Corridors

OS7 Historical Parks Gardens and Landscapes

OS11 Biodiversity

OS13 Playing Fields

OS17 Tree Protection, Tree Masses and Spines

CSV1 Development in Conservation Areas

### Supplementary Planning Guidance

SPG2 Conservation & Archaeology

SPG8d Biodiversity, Landscape & Trees

## **ANALYSIS/ASSESSMENT OF THE APPLICATION**

In terms of this application the principal issues are considered to be: (1) the principle of the development and its impact on MOL; (2) the design and layout of the proposed facility; (3) impact on the historic park/ conservation area; (4)

impact on trees/ ecology and (5) impact on the residential amenity of nearby residents.

#### Principle of development/ Impact on MOL.

As pointed out above the site is located within Metropolitan Open Land (MOL) and this designation therefore severely limits the use of the site and the opportunities for development. Section 3.248 of the London Plan states that land designated as MOL is the same as 'Green Belt' in terms of protection from development, and therefore the principles of control over 'Green Belt', set out in PPG2, also applies to MOL. Policy OS2 of adopted Local Plan states that "the character and quality of MOL will be safeguarded" and that "limited development" serving the needs of the visiting public may be permitted if clearly ancillary to the identified purposes of MOL. The policy also states that "essential facilities for outdoor sports or recreation" will be acceptable where they do not have an adverse impact on the openness of the MOL.

While the facility as described below is unique, the principle of outdoor play and fitness equipment is considered ancillary to the identified purposes of MOL and is a feature already established in Alexandra Park (i.e. the children's play area next to the boating lake in the north of the Park) and in other parks across London. The area to be covered by the adiZone, 6125 sq.m is 0.078% of the 80 hectares site.

Similar adiZone's have been created in other London parks; for example Mile End Park in Tower Hamlets, Mabley Green in Hackney, Langthorn Park in Waltham Forest, Charlton Park in Greenwich and The "Agorospace" Beckton in Newham.

It should be noted that the Local Planning Authority has extensive permitted development rights for providing play equipment, seating, playing pitches and small structures on land which they own as the Local Authority under Class A, Part 12 (Development by Local Authorities) of Schedule 2 of The Town and Country Planning (General Permitted Development) Order 1995. This includes structures up to a height of 4 metres in height and a volume of 200 cubic metres. This application has been submitted because the Local Authority does not own the land the question; but rather it is owed and managed by the Alexandra Palace Trust.

#### Design &Layout

As noted above the 'adiZone' multi-use sports area will be in the shape of the Olympics 2012 logo and will be occupy an area approximately 23.35m by 24.54m (0.0625 hectares /6125 sq.m). The facility will be located in an area presently an area of mown grass in the south-east corner of Newlands Playing Fields, which will be 20m away from the tree line boundary with Newland Road.

The centre of the logo shape will be located approximately 45km north of Newland Road and 45m west of the nearest park path and over 600m to the south of Alexandra Palace.

This multi-use sports area will include a basketball and football area, a climbing and tennis walls, a dance and gymnastics area and a 15 piece outdoor gym equipment area. The base of the play area will be a porous MOT type; upon which a layer of tarmacadam will sit with a further 10mm deep pebbleflex layer above this. The dance and climbing wall have a 300mm cushion SBR material. The climbing wall will be 2m high x 8m long in black steel with white climbing rocks. The tennis wall will be 5m long by 2.45m high steel, with a basket ball hoop above. The football element will consist of a 6.2m wide kick wall with a marked goal and a second basketball hoop above. The tallest part of the adiZone will be the 2 basketball goals which will be 3.7m in height. The remainder of the equipment will range from 1m to 2.5m. The fixed equipment area will be partly enclosed with a canopy. This play equitant area will be decorated with the adidas triple stripes, the Olympic rings and the 'London 2012' logo.

Two low grass mounds either side of the final shape will be created from the top soil scraped during construction. There will be no formal foot paths planned to access this facility and in addition it will not be enclosed or floodlit.

#### Impact on the Historic Park/ Conservation Area

Alexandra Park is identified by English Heritage in the 'Register of Parks and Gardens of Special Historic Interest' as a historic park Policy OS7 requires that proposals for development or landscape changes affecting the character or setting of registered historic parks to conserve and enhance the historic character of the park.

The proposal will be located in the south eastern corner of the park more than 600m away from Alexandra Palace. While the proposed development is of a unusual form and will include materials of different colours, the principle of providing an area for designated play equipment in Alexandra and other parks is an established principle. As such the Council would not be in a position to refuse this application on such a ground. It is also considered that the proposal would not adversely affect the character and appearance of the Conservation Area.

#### Impact on Trees/ Ecology

As noted above Alexandra Park is of Grade I Borough ecological importance. Policy OS2 states that permission will not be granted if there is an adverse effect on the nature conservation value of the site. The proposal will not result in the loss of trees nor will it affect tree coverage along the boundaries of the site. The proposal will result in the loss of 548 sq.m of grass. To mitigate against this loss a nearby area of 600sq.m in the Campsbourne Estate will be turned into a

Community Garden. As pointed out above there are no formal foot paths planned to access this facility and in addition it will not be enclosed or floodlit.

Given the proposal will sit on an area currently of mown grass the proposal will not adversely affect flora and fauna, or the ecological importance of Alexandra Park.

### Impact on Residential Amenity

The siting of this play area has taken due consideration of the proximity of residential properties on Newland Road. The nearest edge of the adiZone facility will be 46m from the nearest housing block (Koblenz House). A road separates the block from the playingfield. This distance is in excess of Sport England's guidance, which recommends a distance of 30 metres between a residential property (actual dwelling) and a MUGA. The play area will not be externally lit and therefore it will not be used in late evenings (expect in high summer).

It is considered that the proposal should not result in adverse impact nearby residents by reason of noise generated. As outlined above the proposed play area will also include two grass mounds which will in part help soften the appearance of the development.

As noted above a significant number of residents have expressed concerns in respect of anti-social behaviour. Discussions on this issue have taken place between the Council's Recreation Services and Alexandra Palace Trust. The facility will fall within CCTV camera coverage and in addition the park is subject to 24 hour security, with security guard patrols over night. The Council and the Park Trust will also work with local Police Community Support Officers in dealing/ resolving any such issues of anti-social behaviour.

As reflected in the comments from those who support this application, the principle of this adiZone multi-use sports area, and those installed in other parts of the London and the UK is to provide a facility for young people, to increase sport preparation and to divert young people away from anti-social behaviour..

## **SUMMARY AND CONCLUSION**

The proposed adiZone multi-use sports area is considered acceptable in terms of siting, scale, layout and design and will not adversely affect the residential amenities of the nearby residents by reason of noise or disturbance. Given its siting the proposal will not detract from the character and setting of the historic park/ Conservation Area, nor adversely impact the ecological value of the site. The proposed development will provide important outdoor recreation facilities for children and young people in from nearby residential properties. As such the proposal is considered to be in accordance with policies G9 'Community Well Being', UD3 'General Principles', UD4 'Quality Design', ENV6 'Noise Pollution', OS2 'Metropolitan Open Land (MOL)', OS4 'Alexandra Park & Palace', OS7 'Historical Parks Gardens and Landscapes', OS11 'Biodiversity', OS13 'Playing Fields', OS6 'Ecologically Valuable Sites and their Corridors', OS11 'Biodiversity'

and CSV1 'Development in Conservation Areas' of the adopted Haringey Unitary Development Plan (2006) and is therefore recommended for APPROVAL.

## RECOMMENDATION

### GRANT PERMISSION

Registered No. HGY/2009/1591

Applicant's drawing No.(s) 0923 LL 101 & 102

Subject to the following condition(s)

1. The development hereby authorised must be begun not later than the expiration of 3 years from the date of this permission, failing which the permission shall be of no effect.

Reason: This condition is imposed by virtue of the provisions of the Planning & Compulsory Purchase Act 2004 and to prevent the accumulation of unimplemented planning permissions.

2. The development hereby authorised shall be carried out in complete accordance with the plans and specifications submitted to, and approved in writing by the Local Planning Authority.

Reason: In order to ensure the development is carried out in accordance with the approved details and in the interests of amenity.

3. Notwithstanding any indications on the submitted illustrative drawings, full details of the proposed canopy and associated structures, including the choice of materials and overall dimensions shall be submitted to the Local Planning Authority. No work shall be carried out on site until this has been approved in writing by the Local Planning Authority and the development shall be carried out in full accordance with the approved scheme.

Reason: To protect the amenities of park and nearby residents.

4. Prior to the commencement of the development details of a landscaping scheme for the area surrounding the adiZone sports area and a related maintenance schedule shall be submitted to and approved in writing by the Local Planning Authority. The landscaping scheme shall be completed in accordance with the approved details and maintained in accordance with the agreed maintenance schedule.

Reason: To ensure a satisfactory appearance, to protect the amenities of the park.

5. Detailed of a management plan to cover the maintenance/ repair of the proposed facility, including provision of security and surveillance shall be submitted to and approved by the Local Planning Authority, prior to the commencement of the facility

Reason: In order to prevent any loss of amenity to the occupiers of nearby residential properties.

6. The use hereby permitted shall not be commenced before details of the arrangements for the siting of refuse and litter bins have been submitted to and approved by the Local Planning Authority and the facilities approved have been provided.

Reason: In the interest of protecting the amenities of the park.

7. No music or other amplified sound shall emanate from this sports facility which in the opinion of the Environmental Health Service, acting on behalf of the Local Planning Authority, cause nuisance to any nearby residents at any time.

Reason: In order to ensure proposed development does not impinge on the amenities of the park or neighbouring residents.

## REASONS FOR APPROVAL

The proposed adiZone multi-use sports area is considered acceptable in terms of siting, scale, layout and design and will not adversely affect the residential amenities of the nearby residents by reason of noise or disturbance. Given its siting the proposal will not detract from the character and setting of the historic park/ Conservation Area, nor adversely impact the ecological value of the site. The proposed development will provide important outdoor recreation facilities for children and young people in from nearby residential properties. As such the proposal is considered to be in accordance with Policies G9 'Community Well Being', UD3 'General Principles', UD4 'Quality Design', ENV6 'Noise Pollution', OS2 'Metropolitan Open Land (MOL)', OS4 'Alexandra Park & Palace', OS7 'Historical Parks Gardens and Landscapes', OS11 'Biodiversity', OS13 'Playing Fields', OS6 'Ecologically Valuable Sites and their Corridors', OS11 'Biodiversity' and CSV1 'Development in Conservation Areas' of the adopted Haringey Unitary Development Plan (2006).