

REPORT FOR CONSIDERATION AT PLANNING COMMITTEE

Reference No: HGY/2010/0471

Ward: West Green Ward

Date received: 10/03/2010

Last amended date: N / A

Drawing number of plans: FIGURE-1 REV P0; 50012003-GA002F, 003F, 004C, 010C, 020B, 030B, 040D, 050A; 50012003-DT01B, 02C, 03A; 217aD001; 217aE100B, 101B, 110B, 210B, 211B, 212B; 217D300B, 301B; 217aS001, 002A, 100, 300, 301; JPHAR051-5 101, 102, 103, 105, 106; JPHAR051-6 01, 2, 03, 04; WNBCAO-005T0, 006C2, 007T0, 008C0, 010C0, 011T0, 012T0, 013C1, 014T0, 015T0, 016T0, 017T0, 018T0, 019T0, 020T0, 021T0, 022T0, 023T0, 024T0, 025T0, 026C0, 027C0, 028C1, 029C1, 030C1, 031C1, 032C1, 033C1; WNCBAO-60-101C1, 102C1, 201 - 206 incl.

Address: Lordship Recreation Ground, Lordship Lane N17

Proposal: Regeneration of district park with improved park furniture / lighting; restoration of heritage features including Shell Theatre, model traffic area and Lordship Lane entrance / toilets; new river corridor with timber bridges and pathways, new Environment Centre for community groups.

Existing Use: Recreation/ MOL

Proposed Use: Recreation/ MOL

Applicant: Mr Paul Ely Recreation Services

Ownership: Haringey Council

PLANNING DESIGNATIONS

Road Network: Classified RoadUDP 2006 Archeological Importance

Officer Contact: Matthew Gunning

RECOMMENDATION

GRANT PERMISSION subject to conditions

SITE AND SURROUNDINGS

Lordship Recreation Ground (Lordship Rec) is a district park situated in the West Green ward, which is owned and managed by Haringey Council. The park is 20.8 hectares in size and has 11 entrances with a main entrance gate onto Lordship Lane.

The park first opened as a public park in 1932 and has long provided recreational facilities to people living in the Tottenham Area. The River Moselle runs through the middle of the park running from west to east. The northern half of the park contains a large playing field and to the south lies a multi-use games area, adventure playground and the Shell Theatre and freestyle area. Also, south of the River Moselle lies a lake, playground area and paddling pool which are popular areas in the summer months. Within the park is the model Traffic Area (opened in 1938) designed to allow children to learn about road safety in a safe environment. A Grade II listed toilet block is located in Lordship Lane on the northern boundary of the park.

The Park is roughly rectangular and comprises two large areas of open grassland bisected by the line of the River Moselle (now culverted) and the Moselle Brook. A belt of trees and scrub along the brook divides the north and south halves of the Park visually. A small lake lies directly adjacent to the Brook

The topography varies with the southern half of the park falling from a high point on the south boundary down to the river. Panoramic views are available from this south boundary. The northern half is more gently sloping. Planting is limited to individual and rows of trees with two small areas of woodland. The Park boundary is partially formed by hedges.

The Park has paths around the perimeter and along the central river corridor. These connect the entrances and various play and sports facilities, including the Model Traffic Area.

The Park contains few built structures which include, the Shell Theatre and the Mother and Toddler Building in the centre of the park, and public toilets (now partially closed) near the north boundary of the park.

There is dense housing to both the north (Tower Gardens Estate) and the east (Broadwater Farm Estate) of the Park. Downhills Park is located to the south of the park, and to the southeast and west lies mostly terraced housing. The area is well served by local buses and there are bus stops located near the main entrances to the park. Turnpike Lane tube station is a 15 minute walk from the southern entrance of the park. There is free car parking on most of the roads around the periphery of park.

The park is designated as Metropolitan Open Land and also a part of the site (covering 12.1 ha), is in a Site of Importance for Nature Conservation. The park does not have green flag designations as it falls short on many of the benchmark criteria.

PLANNING HISTORY

HGY/2004/2154 - Provision of multi-use games area including synthetic sports pitch, adventure playground, skate board/BMX/'in-line' skate park – Approved 14-02-05

OLD/1986/0771 - Fencing off of an area of recreation ground and construction of allotment garden site with 21 dots, and provision of access road off Higham Road – Approved 17-04-86

OLD/1986/0772 - Fencing off of an area of recreation ground and construction of allotment garden site with 21 plots and provision of access road off Highan Road – Approved 17-04-86

DETAILS OF PROPOSAL

This application is for the regeneration of this district park, which will be achieved through the provision of improved park furniture / lighting; the restoration of heritage features including Shell Theatre, the model traffic area and Lordship Lane entrance / toilets; the creation of a new river corridor with timber bridges and pathways, and the erection of a new Environment Centre within the centre of the park.

CONSULTATION

Ward Councillors (Bruce Grove & West Green Road)

Nature Conservation

Transportation Group

Environmental Health/ Scientific Officer

Crime Prevention Officer

English Heritage

Environmental Agency

Friends of Lordship Rec

Lordship Rec Users Forum and Network

Friends of Downhill Park

Tottenham Civic Society

Tottenham CAAC Joyce

Local Residents from following streets:

Croydon, Gloucester Road

Debden, Gloucester Road

Hawkinge, Gloucester Road

Downhills Park Road

Downhills Way

Gloucester Road

Higham Road

Lordship Lane

Walpole Road

RESPONSES

Environmental Agency - In the absence of a flood risk assessment (FRA), the agency OBJECT to this application and recommend refusal of planning permission on this basis for the following reasons: The application site lies within Flood Zone 3 defined by Planning Policy Statement 25 as having a high probability of flooding. Paragraph E9 of PPS25 requires applicants for planning permission to submit a FRA when development is proposed in such locations.

In the absence of a FRA, the flood risks resulting from the proposed development are unknown. The absence of a FRA is therefore sufficient reason in itself for a refusal of planning permission. This reflects the precautionary approach to development in flood risk areas set out in paragraphs 10 and E9 of PPS25.

English Heritage - As the Moselle, in its present location, forms the boundary of a medieval moated manor, they are concerned that its relocation might affect buried remains as ground works will be in such close proximity. They would recommend that an archaeological condition be attached to the consent if granted.

Environmental Health - Whilst water quality is not my area of expertise, a comparison of the sampling results (both US and DS) with the Bathing Water Directives (76/160/EEC and 2006/7/EC) clearly exceed the requirements of this directive. The two main standards used to assess the quality of bathing water are total coliforms and faecal coliforms. To comply with these standards, bathing waters must not exceed values of 10,000 total coliforms per 100ml and 2000 faecal coliforms per 100ml in 95% of samples. The main objective of the Bathing Water Directives (76/160/EEC and 2006/7/EC) is to protect public health and the environment from faecal pollution at bathing waters. The Preliminary Assessment Report (6.3 and 6.4) states in the conclusions that there are high levels of bacteriological pollution, thus classifying the water quality as poor, determined as non-compliant water under the above directive. (I don't think that The EU Water Framework Directive 2000 and Regulations (England & Wales 2003) can be applied as they appear to be more for river basins and catchments areas.

Env. Health has carried out no survey of misconnections in this area at any time in the past. Thames Water carry out surveys regarding misconnections and may be able to advise further. Another issue could be odour from the creation of a new, open channel with a mix of surface water run-off and raw sewage as a result of misconnections. Bearing in mind the issue regarding public safety and health, the high levels of bacteriological pollution and the possibility of odour, my comment is that I recommend against the restoration of the Moselle Brook as an open channel until the issues of mis-connections and public safety are put right.

RELEVANT PLANNING POLICY

National Planning Policy

PPG2 Green Belt

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

London Plan

3D.10 Metropolitan Open Land

3D.14 Biodiversity and nature conservation

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)
OS5 Development adjacent to Open Space
OS6 Ecologically Valuable Sites and their Corridors
OS11 Biodiversity
OS13 Playing Fields
OS17 Tree Protection, Tree Masses and Spines
M10 Parking for Development

Supplementary Planning Guidance

SPG8d Biodiversity, Landscape & Trees

ANALYSIS/ASSESSMENT OF THE APPLICATION

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. The facilities as described below are common to parks across London and are deemed to be ancillary to the identified purposes of MOL.

In the case of this application many of the works proposed would not require planning permission as they constitute 'permitted development' under Class A, Part 12 (Development by Local Authorities) of Schedule 2 of The Town and Country Planning (General Permitted Development) Order 1995. Class A Part 12 of the Order allows for works to be undertaken by a local authority; "... any small ancillary building, works or equipment on land belonging to or maintained by them required for the purposes of any function exercised by them on that land otherwise than as statutory undertakers";

There are however some restriction, such as if the ancillary building, works or equipment were to exceed 4 metres in height or 200 cubic metres in capacity. Many of the works/ structures as described below would therefore technically not require permission, as they would constitute 'permitted development'.

Improvements to park furniture/ play facilities

The existing provision for play is divided and scattered throughout the Park. It includes play equipment targeted at different age groups and activity levels. By the existing Mother and Toddler Building in the heart of the Park, close to the lake and Model Traffic Area (MTA) there is a traditional children's play area.

Toddler play equipment is located closer to the building although not fenced off and is in poor condition. A fenced area contains swings and a disused sand pit, a combination play unit is situated within the MTA. There is also an existing zip line and fenced paddling pool close by. A separate adventure play area is situated on the eastern side of the Park close to the Broadwater Community Centre. However, these elements are provided as disjointed items and require children to leave one area and travel to a different area of the park for a new activity, which potentially causes conflict between age groups. The children's play area will be upgraded, the existing play equipment will be removed and new play area will be fenced. It will be divided into 3 zones, toddler, young children and older children, with a central grass mound with a climbing wall and slide.

Along the eastern side of the park adjacent to Broadwater Farm Community a new community garden will be created providing opportunities for local community to grow produce. The existing established woodland in this area of the park will be retained with 20m buffer between Freedom Road and the bike track. A new earth bike track (replacing an existing) will be created next to the woodland area.

A new lit route is proposed to link Freedom Road Entrance to Walpole road Entrance. The path along the western boundary connecting Lordship Lane to Downhills Park Road will be upgraded to form part of the London Cycle Route.

Restoration of heritage features

The Park is not on the English Heritage register of Parks and Gardens of special historic interest, however, it does contain some elements of important historic interest including the Shell Theatre, the Lordship Lane Entrances and Gates and the Model Traffic Area. The park is on the registrar of parks of local historic interest.

The Shell Theatre building and stage were opened in June 1936. It had an elevated stage backed by a shell construction with a small building behind, timber screen walls flanked this. In front of the stage, a rectangular open space was enclosed by a small garden with planted beds, access paths and raised planters. This space could be used for seating or for dancing, and other activities. The 'shell' itself is now surrounded on three sides by modern extensions which consist largely of male and female toilets.

The existing Shell Theatre will be refurbished close to its original appearance so that it can be used as a small independent venue for the arts. The interior accommodation of the structure will be converted into office, mess room, toilet, shower room and equipment storage areas for park maintenance staff.

The exterior of the building will be largely retained in its present form but instead of retaining the traditional eaves and gutters, they will be removed and replaced with a parapet wall to a height of 3m. This will help reduce the possibilities for vandals to gain access to the flat roof and with the removal of the roof lights this will improve overall security for the building.

The Lordship Lane Entrances and Gates located in the northern end of the recreation grounds are of particular importance and will be retained and upgraded. The works to this part of the park will involve:

- Gates and piers restored, repairs to metal work, stone work and brick piers;
- New railings reinstated on park boundary adjacent to Lordship Lane with disposal of existing railings;
- Existing tarmac drive, footway and kerbs resurfaced and drainage improved;
- Semi-mature trees planted to form avenue and frame gates;
- Ornamental gardens planted to either side of entrance gates, including rose garden;
- New picnic lawn;
- New pathway along desire line, hoggin pathways to connect areas of seating and provide access to gardens;
- New bench seating provided;
- Interpretation signage to be provided to provide information about the park;
- Existing toilet building renovated to provide farm shop, refreshments and park information and toddler play;
- New pathway to connect Lordship Lane with Farm Shop and into ornamental gardens;
- New toddlers play area adjacent to seating area to feature animal motifs and is surrounded by low clipped hedge.

As mentioned above the existing toilet block next to the Lordship Lane entrance will be restored. This existing single storey detached building of brickwork construction will be renovated to provide a small retail space and park information display area. The exterior design of this building is of 'faux' half timbered Tudor style. The works to the building will involve the removal of two windows to the west elevation and provision of an entrance door to the East elevation. The East elevation was originally constructed with a door in this position. Windows removed from the west elevation will be infilled with brickwork panels to match the existing.

The existing Model Traffic Area (MTA) will be restored. This unique facility was opened in 1936 to allow children to learn about road safety in a safe environment; however it went into decline in the 1970's and the 1980's because of a lack of funding. Part of the south section has now been covered by a new BMX track.

New River Corridor

The river corridor within the park will be realigned within the park to provide attenuation for flooding with a new sedimentation basin on the western side to help improve water quality. To facilitate these works a number of mature trees will need to be removed. A new timber and steel bridge will provide access across the river corridor.

The River Moselle runs the width of the park separating the main open playing fields and the lake area. The River Moselle originates at Muswell Hill and runs underground beneath Haringey until it gets to Tottenham Cemetery and Lordship Recreation Ground, only in these two areas does the river surface. The river was not always underground, it has only happened because of the direct impact of urban development. Prior to this, it meandered through relatively low lying undeveloped areas of water meadows and pasture. It is recognised that if the River Moselle was deculverted in the Park, there would be enormous potential for ecological enhancement, increased biodiversity and educational potential. With the re-routing of the Moselle Brook, opportunities for new wetland planting and additional tree and shrub planting will be possible; therefore providing a link across the site from east to west.

This proposal to open up the Moselle to create a meandering watercourse at the present point may however may not be achievable as water quality testing and subsequent investigation into the source of the pollution have revealed that the water in the culvert is not suitable for opening until the upstream missed connections are repaired. There is pressure to ensure that this happens and work continues with the Environmental Agency, Thames Water and the LBH to resolve the details of the work needed.

Environment Centre

The proposed Environmental Centre will replace an existing community building in the centre of the site. The building is located in the centre of the park near the Model Traffic Area and the paddling pool to the south of the River Moselle.

The existing buildings location is central to a number of key park activities, including a Mother and Toddler group and other community uses. These activities have used this building for over ten years therefore demonstrating a strong community need. The original building design and construction is of a poor standard, and is deteriorating year on year: The building is adjacent to but not within a flood zone area.

The new centre will have a footprint of approximately 354 sqm and will house an environment room/ teaching space with associated library and exhibition space, a children's' area with outdoor play space, a café, a desk space for small park related activities. The form of the building is based on leaf design concept. The building will be single storey and will be built from brick with a green roof with projecting eaves. The roof overhangs will provide area for outdoor seating and solar shading Just over 5m away from the existing building is a 12m high Ash tree which has been classified

in the arbicultural report as Class 3 and in poor conditions and which is likely to be removed.

The new building will sit in a similar position to the existing, but will have a larger footprint. The building will extend across the axis of the historic hedge; therefore creating two defined halves to the building, which will reflect the two main uses of the park (1) the main Environment Centre (2) the Community Space. The facilities within this new centre will provide enhanced facilities for the park, with a strong community focus.

In terms of service deliveries to this new facility a new vehicle access route will be created to enter the park from Freedom Road, by Broadwater Farm. There will be no car parking provision in association with this building.

Overall the building form will sit comfortably within its surrounds and the form and design of the building will be aesthetically sensitive to the park's environment.

Impact on Ecology

The site is located within an urban locality and supports a variety of habitats types, including mature trees, hedgerows, a pond, the Moselle Brook, areas of young plantation woodlands and scrub. Collectively the features are considered to provide suitable roosting, foraging and commuting habitats for bats.

A bat potential assessment survey has been carried out on the site, and the results indicate a number of built structures and trees provide suitable roosting opportunities for bats. No evidence of bat roosts were found during the assessment survey, however bats use built structures and trees at varying times of the year. Further bat surveys will need to be undertaken at the site to enable usage of the site by bats to be determined. Recommendations are provided with the report to avoid negative impact on bats and to ensure compliance with current legal protection of bats.

The wooded area situated by the River Moselle includes a mix of native British trees such as, English Oak, Alder, Hazel, Hornbeam, Hawthorn, Rowan and Willow. As native British trees they are important to the biodiversity of the park as they attract a number of insects and bird life.

New meadow planting within the playing field area and tress planning across the park will improve habitat diversity.

Archaeology

The Haringey UDP shows that part of the site falls within a site of archaeological potential. It has been suggested that the lake was built on an Anglo Saxon moat, but no excavations have been carried out to date. In the preparation of a wider conservation management planning exercise, a more in depth initial desk study, together with an assessment of Bruce Castle Museum's collections, and a full exploration of the site's archaeological potential are suggested.

As set out in the comments above English Heritage believe that the Moselle, in its present location, forms the boundary of a medieval moated manor. They express concerns that its relocation might affect buried remains. They recommend that an archaeological condition be attached to the consent.

Impact on Residential Amenity

The layout and siting of the new facilities within the park and upgrade to the existing facilities will not affect the residential amenities of nearby residents.

SUMMARY AND CONCLUSION

The proposed improvement and new facilities for the park are considered acceptable in terms of siting, scale, layout and design and will not adversely affect the character and setting of this historic park nor adversely impact the ecological value of the site. The proposed development will provide important outdoor recreation facilities for the local community, in particular children and young people. As such the proposal is considered to be in accordance with policies G9 'Community Well Being', UD3 'General Principles', UD4 'Quality Design', OS2 'Metropolitan Open Land (MOL)', OS7 'Historical Parks Gardens and Landscapes', OS11 'Biodiversity', OS13 'Playing Fields', OS6 'Ecologically Valuable Sites and their Corridors', OS11 'Biodiversity'. Given the above this application is recommended for APPROVAL.

RECOMMENDATION

GRANT PERMISSION

Registered No. HGY/2010/0471

Applicant's drawing No.(s) FIGURE-1 REV P0; 50012003-GA002F, 003F, 004C, 010C, 020B, 030B, 040D, 050A; 50012003-DT01B, 02C, 03A; 217aD001; 217aE100B, 101B, 110B, 210B, 211B, 212B; 217D300B, 301B; 217aS001, 002A, 100, 300, 301; JPHAR051-5 101, 102, 103, 105, 106; JPHAR051-6 01, 2, 03, 04; WNBCAO-005T0, 006C2, 007T0, 008C0, 010C0, 011T0, 012T0, 013C1, 014T0, 015T0, 016T0, 017T0, 018T0, 019T0, 020T0, 021T0, 022T0, 023T0, 024T0, 025T0, 026C0, 027C0, 028C1, 029C1, 030C1, 031C1, 032C1, 033C1; WNCBAO-60-101C1, 102C1, 201 - 206 incl.

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 drawings/ illustrations details of the materials to be used in connection with the Environmental Centre hereby permitted shall be submitted to, and approved in writing by the Local Planning Authority and thereafter implemented in accordance with the approved details.

Reason: In order to retain control over the external appearance of the development in the interest of the visual amenity of the park.

4. No music or other amplified sound shall emanate from the Environmental Centre building hereby approved which in the opinion of the Environmental Health Service, acting on behalf of the Local Planning Authority, cause nuisance to patrons of the Park or nearby residents. Reason: In order to ensure proposed development does not impinge on the amenities of the park or neighbouring residents.

Reason: To ensure that the proposed development does not prejudice the amenities of occupiers of the park.

5. No development shall take place until the applicant has secured the implementation of a programme of archaeological work, in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Local Planning Authority.

Reason: To enable archaeological investigation of the site.

6. No development shall take place until further survey work for the presence of bats on site has been carried and has been submitted to and approved in writing by the Local Planning Authority. Should the presence of bats be found, then no development shall take place until full details of measures for bat migration and conservation have been submitted to and approved by the Local Planning Authority.

Reason: To safeguard the presence and population of a protected species in line with UK and European Law.

INFORMATIVE: The development of this site is likely to damage archaeological remains. The applicant should therefore submit detailed proposals in the form of an archaeological project design. This design should be in accordance with the appropriate English Heritage guidelines.

REASONS FOR APPROVAL

The proposed improvement and new facilities for the park are considered acceptable in terms of siting, scale, layout and design and will not adversely affect the character and setting of this historic park nor adversely impact the ecological value of the site. The proposed development will provide important outdoor recreation facilities for the local community, in particular children and young people. As such the proposal is considered to be in accordance with Policies G9 'Community Well Being', UD3 'General Principles', UD4 'Quality Design', OS2 'Metropolitan Open Land (MOL)', OS7 'Historical Parks Gardens and Landscapes', OS11 'Biodiversity', OS13 'Playing Fields', OS6 'Ecologically Valuable Sites and their Corridors', OS11 'Biodiversity' of the Haringey Unitary Development Plan.