

Planning Statement.

Down Lane Park, Tottenham N17.

On behalf of London Borough of Haringey.

Date: November 2023 | Pegasus Ref: P23-1564





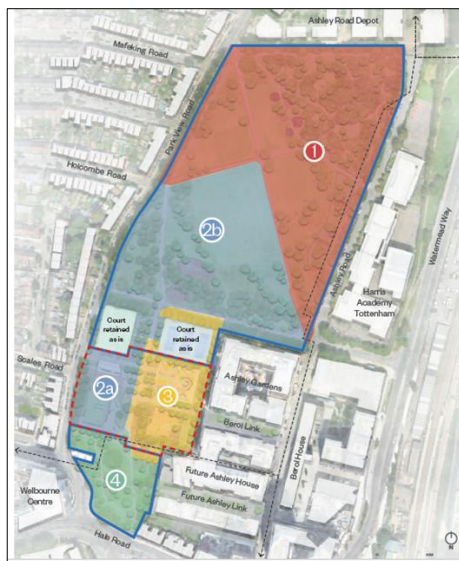
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1. Introduction.

- 1.1. This Planning Statement has been prepared on behalf of London Borough of Haringey's Regeneration and Economic Development department ('the applicant') in support of an application for full planning permission within the southern area of Down Lane Park, Tottenham N17 ('the application site'). **See Figure 1.1.**

Figure 1.1: Phasing plan



- 1.2. The application is made to London Borough of Haringey as local planning authority ('the Council') under Sections 57 and 58 of the Town and Country Planning Act 1990 (as amended) ('the Act'). It seeks the following ('proposed development'):

'Phases 2a and 3 of the Down Lane Park Improvement Programme: demolition of former Park Pavilion and Park Depot Buildings (and associated structures), and basketball court to allow for construction of a new Community Hub Building and Community Garden, new basketball and netball courts, new children's play area, access routes, entrances and associated soft and hard landscaping.'

- 1.3. This Planning Statement explains the details of the proposed development and sets out the case for why planning permission should be granted, having regard to the Council's development plan.
- 1.4. The proposed development seeks planning permission for Phases 2a and 3 of the Down Lane Park Improvement Programme (DLPIP). These phases include the construction of a new Community Hub Building and Community Garden, new basketball and netball courts, new children's play area, new routes, entrances and associated soft and hard landscaping, at the southern area of Down Lane Park. The proposed development should be seen in the wider context of the DLPIP, which encompass Phases 1, 2b and 4. These other phases cover the remainder of Down Lane Park and include landscaping, boundary, public footpath and access improvements, lighting, signage, and site furniture, as well as improvements to children's play areas. It has been agreed through pre-application meetings with the LPA that these works may be carried out under permitted development rights (found at Class A, Part 12, Schedule 3 of

the General Permitted Development Order 2015 (as amended)) and therefore do not require planning permission. See **Figure 1.1** illustrating the phasing plan.

- 1.5. All phases of the DLPIP reflect the vision and intent of the Council's Tottenham Strategic Regeneration Framework (SRF) (agreed by the Council March 2014). The SRF sets out the vision for the future of Tottenham, as the next great area of London and a place where the children born in Tottenham today will enjoy a quality of life and a range of opportunities that are equal to the best in London. The DLPIP is a key component of the vision for Tottenham. Not only will the DLPIP better serve the social, civic, recreational and wellness needs of Tottenham's residents, the park itself as an urban green space has a central role to play in addressing the environmental pressures facing the area, including by improving climate change resilience and increasing ecological and biodiversity value.
- 1.6. This Planning Statement is set out in the following way:
 - **Chapter 2** describes the application site and surroundings and explains the DLPIP regeneration context.
 - **Chapter 3** explains the proposed development for which planning permission is sought (i.e. Phases 2a and 3 of the DLPIP).
 - **Chapter 4** explains the decision-making context for the proposed development.
 - **Chapter 5** assesses all relevant development plan considerations.
 - **Chapter 6** gives the planning balance and conclusion.

2. Application site, surroundings, and context.

- 2.1. This chapter explains the application site and its surroundings, and then explains the context for the DLPIP.

Application site and surroundings.

- 2.2. The application site, which forms part of Down Lane Park, is shown in **Figure 2.1** below and extends to 0.98 hectares. The red line shows the application site boundary where Phases 2a and 3 (the proposed development is sought) and the blue line shows the remainder of Down Lane Park, where the other phases of works will take place under Permitted Development, as agreed through pre-app meetings with the LPA.

Figure 2.1: Application site boundary



- 2.3. The application site contains the existing former Park Pavilion and Park's Depot Buildings, which have a total floorspace of 647 sqm (excluding outdoor amenity space). The application site also contains the existing basketball court and Park's Depot yard for Down Lane Park.

- 2.4. Immediately south of the application site is the southern tip of Down Lane Park, which contains a children's playground. Immediately north of the application site is a 7-a-side Artificial Grass Pitch (AGP) and three tennis courts. Beyond these to the north is 'north-field' of Down Lane Park, which is grassed and contains many mature trees and various public footpaths.
- 2.5. Pedestrian access from the west into Down Lane Park is gained via four entrances along Park View Road. Pedestrian access from the east is via three entrances along the eastern boundary of the application site, from Ashley Road. Vehicular access is via Park View Road, directly into the Park's Depot yard. There is a HGV entrance at the confluence of Ashley Road and Burdock Road.
- 2.6. The application site surroundings contain a mix of uses. Directly north of the application site is vacant land that is being redeveloped for residential use with a small quantum of commercial use ('the Ashley Road Depot site'). Northeast of the application site are the buildings that make up Harris Academy Tottenham, a local all-through school with nursery. Southeast of the application site are numerous newly built residential buildings, some of which have commercial uses at ground floor. South and southwest of the application site, beyond Hale Road, is 'Heart of Hale', a part-built, part-under construction development of tall buildings that are a mix of residential and commercial uses. Terraces of two-storey residential development is to the west of the application site, beyond Park View Road.
- 2.7. The application site is well served by public transport, PTAL 4- 6b. Next to the 'Heart of Hale' is Tottenham Hale station, which is served by the London Underground's Victoria line and a national railway station served by the London Stansted and East Anglia line. Tottenham Hale bus station is also next to the railway and London Underground stations.

Down Lane Park Improvement Programme Context.

- 2.8. All phases of the DLPIP derive their impetus from the Council's Tottenham Strategic Regeneration Framework (SRF) (agreed by the Council March 2014). The SRF sets out the vision for the future of Tottenham, as the next great area of London and a place where the children born in Tottenham today will enjoy a quality of life and a range of opportunities that are equal to the best in London.
- 2.9. The SRF informs individual development strategies for the different neighbourhoods of Tottenham, one of which being the Tottenham Hale District Centre Framework 2015 (DCF). Within the DCF sits the Green and Open Spaces Strategy 2016 (GOSS), to realise a network of green and open spaces and a substantial and generous 'green-link' that will connect and integrate the Lee Valley Park with Tottenham. Down Lane Park sits at the heart of this strategic intersection and as such is identified as a key project to support the aim of the DCF and SRF.
- 2.10. The overarching strategy of GOSS is to improve access and movement between the High Street and the Lea Valley for residents via a network of green routes by enhancing existing green and open spaces, as well as providing new, well maintained green and open spaces. At the heart of an emerging green network connecting Tottenham High Road to the Lea Valley, the park will be substantially regenerated to provide a more welcoming, safer and better-integrated greenspace that serves the local community and supports the District Centre. Over time the creation of a network of nature-based interventions will provide additional tree planting and low-level planting to enhance ecology and biodiversity; and offer safe and attractive 'clean air routes' through the area.

- 2.11. The park serves some of the Borough's and London's most deprived communities, where structural inequalities have been exacerbated by the effects of the pandemic. Residents of all backgrounds have suffered the health and economic impacts; however, inequalities have widened for low earners, young people, care leavers, residents with disabilities, women, people from BAME backgrounds, people over 50 and those who are digitally excluded.
- 2.12. Measures to work with the local community, engage residents in the project development, through co-design, implementation, and long-term stewardship, as well as supporting linked initiatives in surrounding neighbourhoods will help to reinforce the park's role as the civic heart of the community. The submitted Statement of Community Involvement explains the extensive engagement that has taken place throughout 2022-2023.

3. Proposed Development.

- 3.1. This chapter describes the various elements of the proposed development. The proposed development and the other phases of the wider DLPIP have benefited from co-design with the community and extensive public engagement prior to the submission of this application. Please refer to the Statement of Community Involvement for further details.

Formal description of development.

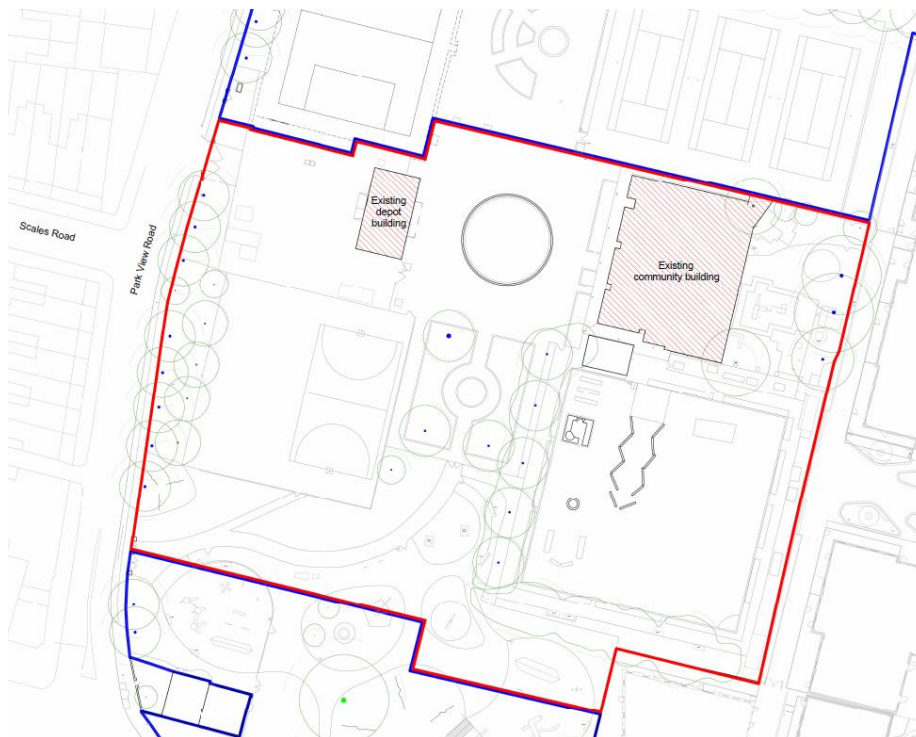
- 3.2. Full planning permission is sought for:

'Phases 2a and 3 of the Down Lane Park Improvement Programme: demolition of former Park Pavilion and Park Depot Buildings (and associated structures), and basketball court to allow for construction of a new Community Hub Building and Community Garden, new basketball and netball courts, new children's play area, access routes, entrances and associated soft and hard landscaping.'

Demolition works.

- 3.3. The existing Park Pavilion and Park Depot Buildings (and associated structures) are proposed to be demolished and application site cleared for the building of the new buildings. See **Figure 3.1** below for a demolition plan.

Figure 3.1: Demolition plan



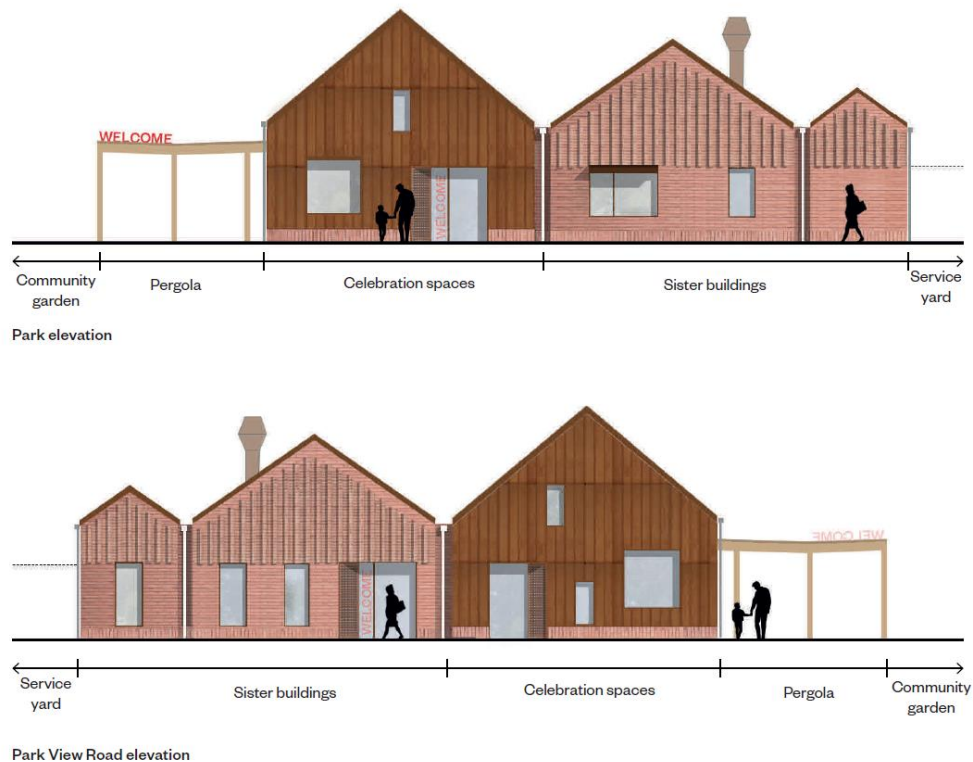
New Community Hub Building and Community Garden.

- 3.4. The new Community Hub Building would provide 402 sqm of floorspace to be used as a civic hub for the local community in Tottenham. The floorspace would include a large hall to be

used for community space and events, as well as a small community café and kitchen. The hall and café can be amalgamated to a larger room, should they be needed for large events.

- 3.5. The layout of the building ensures that it has entrances from Park View Road and from within the park itself. It would have active frontages on three sides – the east, west, and south. The building would be a single-storey high would have three long pitched roofs. Its appearance would be inspired by 19th and 20th century industrial buildings, with the use of red bricks and Corten steel. See **Figure 3.2** for an image.
- 3.6. A pergola would be attached to the building, beyond which would lie the Community Garden. The Community Garden would feature a generous lawn with a mature tree-line which screen Park View Road and shelter the new greenspace. The lawn would be balanced with perimeter paths and hard-standing, which ensures inclusive access and flexible use for events.

Figure 3.2: Image of Community Hub Building



New basketball and netball courts, and new children's play area, and associated landscaping.

- 3.7. To the south of the Community Hub Building and Community Garden, the proposed development seeks to provide the following:
 - New basketball and netball courts, which feature porous asphalt with an anti-slip coating, employing bright colours and patterning.
 - New children's play area. It would be designed to be a more playful naturalistic space with play for younger children taking on a woodland theme with shredded rubber



surfacing. Play would include naturalistic timber features such as small playhouses and plank walks.

- Landscaping improvements, including new lawns with trees and planting, that would frame the playspace with willow tunnels and further playable landscape features and resting spaces.

Parking, Servicing and Deliveries.

- 3.8. One standard and one accessible staff car parking bay is provided. Importantly, to support sustainable travel a total of 12 long-stay car parking facilities will be provided for staff. An additional 56 short stay spaces will be provided throughout the park.
- 3.9. The proposed community hub is accessed off Park View Road, north of the junction with Scales Road. Deliveries to and from the café in the community centre will take place from within the courtyard accessed from Park View Road. Further details are provided in the submitted Transport Statement.

4. Decision-making context.

- 4.1. Legislation¹ requires that planning applications are to be determined with regard to the development plan, so far as material to the application, and any other material considerations. Consideration of compliance with the development plan is required for all applications², and it is open to the decision maker as to how much weight be given to it, or any other material considerations³.

Development plan.

- 4.2. The development plan for the application site and the proposed development comprises:
- The Mayor's London Plan (adopted March 2021)
 - The Council's Strategic Policies (adopted March 2013 with alterations July 2017)
 - Tottenham Area Action Plan (AAP) Development Plan Document (DPD) (adopted July 2017)
 - Development Management Development Plan Document (DPD) (adopted July 2017)
 - Site Allocations Development Plan Document (DPD) (adopted July 2017)
- 4.3. A Policies Map supports the development plan and shows designations and allocations. For the application site, is lies within:
- Tottenham Hale Growth Area
 - Flood Zone 2
- 4.4. Other relevant surrounding designations are:
- The southern tip of Down Lane Park is designated as being within Tottenham Hale District Centre
 - The northern part of Down Lane Park is designated as a Local Site of Importance for Nature Conservation (SINC)
- 4.5. It is also notable that Down Lane Park is not designated as Open Space, as with other parks within the borough.
- 4.6. All individual policies from the development plan and related to the proposed development and the application site's designations are assessed from Chapter 5 onwards.

¹ S70(2) of the Town and Country Planning Act 1990

² S38(6) of the Planning and Compulsory Purchase Act 2004

³ *Tesco Stores vs Secretary of State for the Environment [1995]*

Material considerations.

- 4.7. National planning policy is contained within the National Planning Policy Framework (NPPF) (2023). This is a material consideration of significant weight, alongside the National Planning Policy Guidance that supports it (and which includes the National Design Guide 2019).
- 4.8. The Council has begun the process of preparing evidence for a new Local Plan. It is expected that a draft version of the new Local Plan will be published for consultation in autumn / winter 2023. Because of the early stage of preparation and indeed the absence of the new Local Plan being published yet, no weight is given to it.

5. Planning Assessment.

5.1. The following matters are considered to be the pertinent planning matters to be assessed:

- Principle of upgraded facilities for Down Lane Park
- Urban design, landscaping, and trees
- Biodiversity
- Energy and sustainability
- Transport
- Flooding and drainage
- Fire safety
- Archaeology
- Contamination

Principle of upgraded facilities for Down Lane Park.

5.2. The upgrading of the facilities for Down Lane Park would meet the objectives of several development plan policies:

- Strategic Policy SP1, which seeks to promote development in Tottenham Hale and provide necessary infrastructure.
- Strategic Policy SP15, which seeks to enhance sport and leisure facilities.
- Strategic Policy SP16, which supports the enhancement of community facilities.
- Tottenham AAP Policy AAP1, which promotes positive regeneration of Tottenham.
- Tottenham AAP Policy AAP11, which supports improved infrastructure to meet the needs of communities.

5.3. The proposed development would provide a much-improved Community Hub Building and Community Garden, new basketball and netball facilities, as well as new children's playspace and other landscape improvements. It is clear that it would promote regeneration and support the enhancement of community facilities. Furthermore, the proposed development, including the wider DLPIP, have undergone significant consultation with the local community to ensure that the works meet their needs. There ought to be no doubt about acceptability of the principle of upgraded facilities for Down Lane Park.

Urban design, landscaping, and trees.

5.4. The design of the proposed development would be of a high quality that would improve the character and appearance of the application site and local area. This is in accordance with:

- NPPF paragraph 126, which states that the creation of high-quality places and buildings is fundamental to what the planning and development process seeks to achieve.
- London Plan Policy D4, which seeks to deliver good design across London.
- Development Management DPD Policy DM1, which requires all new development to achieve a high standard of design and contribute to the character of the area; be able to be used safely, and with a layout that improves pedestrian access; and to incorporate landscaping.
- Strategic Policies Policy DPD SP11, which states that all new development should enhance and enrich the built environment.

5.5. The proposed development has been designed with reference to the National Design Guide (which supplements NPPF paragraph 126) and its components of good design, which are layout, form, scale, appearance, materials, detailing, and landscaping.

Component of good design	Assessment
Layout	The layout of the building ensures that it has entrances from Park View Road and from within the park itself. It would have active frontages on three sides – the east, west, and south. This would encourage accessibility and safety to and around the building.
Form	Form is the three-dimensional shape and modelling of buildings and the spaces they define. The building in the proposed development would provide a strong, consistent frontage to Park View Road. It would provide active frontages and would form a key visual termination point and work as a wayfinding marker within the park. The pergola would be a key gateway between the park, community garden and the building, tying all three elements together.
Scale	The scale of the building would be a single-storey high and it would have three long pitched roofs. This scale is considered to be appropriate for its location – it provides a sense of prominence but without being overly tall.
Appearance	The visual impression that building would give is inspired by 19 th and 20 th century industrial buildings. Tottenham Hale and Down Lane Park specifically, have a strong industrial heritage with a number of factories occupying the site in the 19 th and 20 th centuries. Down Lane Park was also home to Down Lane School between 1911–1967. The school building, which sat adjacent Park View Road, was later demolished in the 1980s.
Materials	The materials used would be principally red bricks and Corten. The red brick relates to the emerging context around Down Lane Park to provide a familiar material, as well as providing textural contrast to the celebration spaces. The roof of the celebration

	spaces will be clad in corrugated Corten for continuity of the material, whilst also being robust and providing texture. In addition to their complimentary aesthetic qualities, the materials have been selected with consideration given to robustness and durability given the park setting and ease of maintenance.
Detailing	Features including brick detailing will add depth and interest to the façade.
Landscaping	The park is proposed to be arranged into a series of character areas, which explain the intended narrative and varied experiences that will be on offer for local people across the new park masterplan. For the part of the park that is within the application site, its character area would be a 'Parkland Garden' (excluding the sports pitches and Community Hub Building). The key features of the Parkland Garden would be: • Restful garden space • Diverse planting • Unique tree planting • Mitigating against noise and air pollution • Habitat / ecology features • Buffer to Hale Road

5.6. In terms of trees, the proposed development would comply with Strategic Policy DPD SP13, which seeks to protect, manage and maintain, and where appropriate plant new trees. A Tree Survey and Arboricultural Impact Assessment is submitted with the application.

5.7. Furthermore, and although not a policy requirement for this type of development, the applicant has submitted for informational purposes an Urban Green Factor Assessment for the entire DLPIP; and it shows a score of 0.5. As a yardstick, the London Plan for residential development requires a score of 0.4.

Biodiversity.

5.8. The proposed development would accord with the following policies:

- NPPF paragraph 170(d), which seeks for proposals to result in a net gain to biodiversity.
- London Plan Policy G6 Part D, which seeks to secure biodiversity net gain.

- Development Management DPD Policy DM19, which will not permit development that has an adverse impact on ecological assets.
- Strategic Policy DPD SP13, which seeks the protection of biodiversity and the conservation of nature.

5.9. The application is supported by a Biodiversity Net Gain Assessment. As agreed at pre-application stage this is submitted on a park wide basis. The assessment demonstrates that the overall improvements to the park will result in a net gain of 12.52 biodiversity units and 2.25 hedgerow units, equivalent to an 18.74% increase in habitat units and 65.21% increase in hedgerow units.

5.10. This planning application and the wider park improvements offer the opportunity to enhance wider ecological features and provision of new habitats. The application is supported by a Preliminary Ecological Appraisal which shows the intention of delivering wider measurable net gains for biodiversity.

Energy and sustainability.

5.11. The Community Hub Building would meet the objective of Strategic Policy SP4 by reducing energy use in buildings and working towards a low carbon borough. The Energy Strategy submitted with the application demonstrates how 'Passivhaus' would be met; equivalent to net zero carbon. The energy reduction measures include energy efficiency measures in the building itself and the provision of PV panels on the roof, and an air-to-air heat pump. There would be an overall 102% improvement over Building Regulation requirements. For avoidance of doubt, Policy SP4 does not specifically refer to the need to meet Passivhaus, rather it requires non-residential development to meet BREEAM 'Very Good.' However, the Council's officers during pre-application discussions have agreed that the meeting of the Passivhaus standard as an alternative is acceptable in terms of Policy SP4 and its objectives.

5.12. In terms of overheating, Development Management DPD Policy DM19 seeks to apply the cooling hierarchy to reduce the potential for overheating and limit reliance on mechanical air conditioning systems. An Overheating Risk Assessment is submitted with the application. It sets out how natural ventilation is able to keep the majority of the building cool. The only marginal failure is in the café part of the building; albeit this can be mitigated with mechanical cooling.

Transport.

5.13. Transport effects are assessed in terms of parking, trip generation, and servicing and deliveries.

Parking.

5.14. The proposed development would not provide any car parking spaces and would be 'car-free', in accordance with London Plan Policy T6, which states that car-free development should be the starting point for all development in places well-connected by public transport; and Development Management DPD Policy DM32, which supports limited or no on-site parking in appropriate circumstances such as there being high public transport accessibility.

5.15. Two parking bays are provided as part of the proposed development. One is earmarked as an accessible space – in accordance with London Plan Policy T6.5.

- 5.16. London Plan Policy T5 sets out minimum cycle parking standards for developments. Based on this, the Transport Statement has calculated a minimum requirement of 3No. long-stay spaces and 35No. short-stay spaces. The amount provided by the proposed development would exceed these minimum requirements – 12No. long-stay spaces and 56No. short-stay spaces are proposed.

Trip generation.

- 5.17. The trip generation associated with the proposed development would be acceptable, in accordance with London Plan Policy T2, which requires proposals to deliver patterns of land use that facilitate residents making shorter, regular trips by walking and cycling and requires transport impacts to the network to be assessed and mitigated; and Development Management DPD Policy DM31, which requires development with high trip generating characteristics to be located where public transport accessibility is high and that car parking is minimised.
- 5.18. The submitted Transport Statement assesses how the proposed development would give rise to only 14No. vehicle trips in a week. This level of trip generation would have no material impact to the transport network.

Servicing and deliveries.

- 5.19. Servicing and delivery arrangements associated with the proposed development would be in line with London Plan Policy T7, which requires safe and efficient servicing, and the management of deliveries.

Flooding and drainage.

- 5.20. The proposed development would not lead to an increase in flood risk at the application site or local area, and it would incorporate sustainable drainage systems. This is in compliance with the following policies:
- London Plan Policy SI12, which seeks flood risk to be managed.
 - London Plan Policy SI13, which seeks the incorporation of sustainable drainage.
 - Strategic Policies DPD Policy SP5, which requires development to reduce flood risk.
 - Development Management DPD Policy DM24, which seeks development to avoid and reduce the risk of flooding.
 - Development Management DPD Policy DM25, which seeks the incorporation of sustainable drainage systems.
 - Development Management DPD Policy DM29, which seeks to ensure that development is acceptable in terms of wastewater and water supply.
- 5.21. The submitted Flood Risk Assessment and Drainage Strategy sets out how the proposed development would be a 'less vulnerable' use in terms of flood risk and thus appropriate within Flood Zone 2. It also explains how majority of the surfaces will either be planted landscaping or permeable hard surfacing. The areas which are designated as impermeable, such as building roofs and vehicle access areas, would drain towards permeable surfaces which will allow for infiltration into the sub-soil.

Fire Safety.

- 5.22. The proposed development would comply with London Plan Policy D12 (Part A), which seeks all development to achieve the highest standards of fire safety. Within the Design and Access Statement, it sets out how the building forming part of the proposed development would comply with relevant standards and regulations.

Archaeology.

- 5.23. The potential for archaeological remains has been considered, as required by Development Management DPD Policy DM9. An Archaeological Desk-based Assessment is submitted and it explains how there is limited archaeology pre-dating the post-medieval period in the area surrounding the application site. However, it concludes that in areas where minimal changes and alterations have occurred, it is possible for archaeology to have survived relatively undisturbed; and therefore it is recommended that a Watching Brief be undertaken during the groundworks associated with the new structures. This can be secured by an appropriately worded planning condition.

Contamination.

- 5.24. Ground conditions have been considered as part of the proposed development, in accordance with Development Management DPD Policy DM23, which seeks land contamination to be addressed; and Development Management DPD Policy DM27, which seeks development to consider groundwater pollution.
- 5.25. Submitted in support of the application is a Geo-investigation Report. It concludes that contamination poses a low risk; so long as pad foundations are used for the building in the proposed development, and that a watching brief is implemented during construction. The watching brief can be secured by an appropriately worded condition.
- 5.26. For avoidance of doubt, there would be no harm from asbestos. The Geo-investigation Report notes that asbestos was found in a soil sample from the northern part of the park, outside of the application site but where other phases of the DLPIP would take place. Further investigation has taken place and in the submitted ST Consult letter dated 18 April 2023 it explains how ground is non-hazardous.

6. The Planning Balance and Conclusions.

- 6.1. The proposed development achieves overall compliance with the development plan. The principle of upgrading facilities for Down Lane Park would meet the objectives of several development plan policies. The design of the building, and the landscaping, would be high-quality and would meet development plan policy requirements for good design. Furthermore, the proposed development would meet all other development plan requirements in terms of biodiversity, energy and sustainability, transport, flooding and drainage, fire safety, and ground conditions.
- 6.2. The planning benefits that would arise from the proposed development should also be given significant weight. Down Lane Park serves some of the Borough's most deprived communities, where the effects of the pandemic have been felt strongly. Measures to work with the local community, engage residents in the project development, co-design, implementation and long-term stewardship, as well as supporting linked initiatives in surrounding neighbourhoods will help to reinforce the park's role as the civic heart of the community.
- 6.3. The NPPF at paragraph 11 is clear in stating that development that accords with the development plan should be granted without delay. The proposed development not only accords with the development plan, but brings with it benefits to the community, arisen from significant engagement. Overall, we consider that the proposed development should be granted planning permission.

Town and Country Planning Act 1990 (as amended)
Planning and Compulsory Purchase Act 2004 (as amended)

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