

**LOCATION:** Montrose Playing Fields, Montrose Avenue, Colindale, NW9 5BY

**REFERENCE:** 17/1713/FUL **Registered:** 16/03/2017

**WARD:** Burnt Oak

**APPLICANT:** OnSide Youth Zones

**PROPOSAL:** Erection of part single storey, part two storey Youth Zone including multiuse sports hall, floodlit roof level MUGA/kick pitch, music suite, indoor/outdoor recreation areas, and café/kitchen

### **Application Summary**

This application is proposing the construction of a part one, part two storey Youth Zone building to be constructed within Montrose Playing fields, fronting Montrose Avenue. This proposed facility provides indoor space for a range of sport and extra circular activities for children and young adults aged 8 to 19 (or up to 25 for those with additional needs). The roof of the ground floor element of the building will be used as a kick pitch. There are currently no facilities of this type within the borough and the proposal is considered by the Local Planning Authority to make a valuable contribution to providing community facilities within the borough to serve local residents. Although the proposal will result in the development of some existing green space, the proportionate loss is minimum. Furthermore, under application 17/1929/FUL, Montrose and Silkstream parks are being improved to allow for improved and new uses and activities to be established.

### **RECOMMENDATION**

#### **Approve the application subject to Conditions:**

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

UBYZ-HBA-01-ZZ-DR-A-P008; UBYZ-HBA-01-ZZ-DR-A-P009; UBYZ-HBA-01-ZZ-DR-A-P003; UBYZ-HBA-01-ZZ-DR-A-P003; UBYZ-HBA-01-ZZ-DR-A-P007; UBYZ-HBA-01-ZZ-DR-A-P010; UBYZ-HBA-01-ZZ-DR-A-P005; UBYZ-HBA-01-ZZ-DR-A-P006; UBYZ-HBA-01-ZZ-DR-A-P012; UBYZ-HBA-01-ZZ-DR-A-P004; UBYZ-HBA-01-ZZ-DR-A-P001; D\_L-001 P3; 0988-PE1-A; Design and Access Statement; Phase 1 Environmental Report; Phase 2 Geo-environmental investigation; Planning Statement; Sequential Site Assessment; Transport Assessment; UXo threat and risk assessment; Energy and sustainability statement revision 4; Ecological Assessment; Defining the impact of the Youth Zone; kitchen ventilation design strategy;

Statement of community involvement; utilities connection details; external artificial lighting report; Flood risk assessment revision P6; Noise assessment; visualisations.

**Reason:** For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Notwithstanding the details shown on the plans, hereby approved, prior to the commencement of each phase of the development (other than demolition, site clearance and ground works):

(a) details and appropriate samples of the materials to be used for the external surfaces of the buildings and hard surfaced areas shall have been submitted to and approved in writing by the Local Planning Authority; and

(b) sample panels shall be constructed on site of building materials and hardsurfacing, to be inspected and approved in writing by the Local Planning Authority.

The Development shall thereafter be implemented in accordance with such details as so approved before the dwellings approved are occupied.

**Reason:** To safeguard the character and visual amenities of the site and wider area and to ensure that the building is constructed in accordance with policies CS5 and DM01 of the Barnet Local Plan and policies 1.1, 7.4, 7.5 and 7.6 of the London Plan.

- 4) Notwithstanding the details submitted in the drawings hereby approved no phase of the development is to commence (other than demolition, ground works and site clearance) unless and until details of the levels of the proposed buildings, footpaths and other landscaped areas relative to adjoining land and any other changes proposed in the levels of the site associated with the works permitted by this permission shall have been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be implemented in accordance with such details as so approved before any of the residential units approved are occupied.

Reason: To ensure that the development is carried out at suitable levels in relation to the highway and adjoining land having regard to drainage, gradient of access, the amenities of the area and neighbouring occupiers in accordance with policies DM01, DM04 and DM17 of the Barnet Local Plan and policies 7.2, 7.3, 7.4, 7.5, 7.6, 7.13 and 7.21 of the London Plan.

- 5) Noise from amplified music from the Youth Zone shall not be audible at the nearest residential premises.

Reason: To ensure that the proposed development does not prejudice the enjoyment of the occupiers of their homes in accordance with Policy DM04 of the Development Management Policies DPD (adopted September 2012) and

Policy 7.15 of the London Plan 2011.

- 6) The level of noise emitted from the building services plant hereby approved shall be at least 5dB(A) below the background level, as measured from any point 1 metre outside the window of any room of a neighbouring residential property.

If the noise emitted has a distinguishable, discrete continuous note (whine, hiss, screech, hum) and/or distinct impulse (bangs, clicks, clatters, thumps), then it shall be at least 10dB(A) below the background level, as measured from any point 1 metre outside the window of any room of a neighbouring residential property.

Reason: To ensure that the proposed development does not prejudice the amenities of occupiers of neighbouring properties in accordance with Policies DM04 of the Development Management Policies DPD (adopted September 2012) and 7.15 of the London Plan 2011.

- 7) Before development commences, a scheme of proposed mitigation measures for noise from the *Youth Zone* shall be submitted to and approved by the Local Planning Authority. The approved mitigation scheme shall be implemented in its entirety before occupation.

Reason: To ensure that the proposed development does not prejudice the enjoyment of the occupiers of their homes in accordance with Policy DM04 of the Development Management Policies DPD (adopted September 2012) and Policy 7.15 of the London Plan 2011.

- 8) a) Notwithstanding the details shown on the plans submitted and otherwise hereby approved, the development hereby approved shall not be first occupied or brought into use until details of all acoustic walls, fencing and other acoustic barriers to be erected on the site have been submitted to the Local Planning Authority and approved in writing.

b) The details approved by this condition shall be implemented in their entirety prior to the commencement of the use or first occupation of the development and retained as such thereafter.

Reason: To ensure that the proposed development does not prejudice the enjoyment of the occupiers of their homes in accordance with Policy DM04 of the Development Management Policies DPD (adopted September 2012) and Policy 7.15 of the London Plan 2011.

- 9) No development shall commence until details of the surface of the sports hall and kick pitch have been submitted to, and approved in writing by, the Local Planning Authority. The development thereby permitted shall not be constructed other than in accordance with the approved details.

Reason: To ensure the development is fit for purpose and sustainable and to

accord with Development Plan Policy.

10) Prior to first occupation of the Community Centre on the ground floor of Block 12 within Phase 1 of the development hereby permitted a Community Centre Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The plan shall include, but not be limited to the following:

- Hours of opening for the centre;
- Pricing schedule for charging for facilities;
- Management arrangements for the site and facilities;
- Scale and frequency of events taking place on a weekly, monthly and annual basis and how these events will be managed;
- Code of conduct for users of the site;

The Community Centre shall thereafter operate in accordance with the approved details.'

Reason: To ensure the development is fit for purpose and sustainable and to accord with Development Plan Policy.

11) Notwithstanding the details submitted with the application and otherwise hereby approved, before the development hereby permitted is brought into use or occupied the following information shall be submitted to and approved in writing by the Local Planning Authority:

- i. A Refuse and Recycling Collection Strategy, which includes details of the collection arrangements and whether or not refuse and recycling collections would be carried out by the Council or an alternative service provider.
- ii. Details of the enclosures, screened facilities and internal areas of the proposed building to be used for the storage of recycling containers, wheeled refuse bins and any other refuse storage containers where applicable.
- iii. Plans showing satisfactory points of collection for refuse and recycling.

The development shall be implemented and the refuse and recycling facilities provided in full accordance with the information approved under this condition before the development is occupied and the development shall be managed in accordance with the information approved under this condition in perpetuity once occupation of the site has commenced.

12) Prior to first occupation a detailed Parking Management Plan shall be submitted to and approved in writing by the Local Planning Authority. Unless otherwise agreed, the details shall include:

- i. Location and layout of car parking spaces
- ii. Allocation of car parking spaces
- iii. On-site parking controls and charges (if any)
- iv. The enforcement of unauthorised parking
- v. 'Blue badge' space in accordance with London Plan (2015) guidance
- vi. Electric Vehicle Charging Points

The car parking spaces shall not thereafter be used for any purpose other than for the parking and turning of vehicles associated with the development. The Parking Management Plan and the abovementioned provisions shall be implemented in accordance with the approved details before the buildings hereby permitted are occupied and maintained thereafter.

Reason: To ensure the development meets the needs of its future occupiers and to comply with the requirements of policies 3.8 and 7.2 of the London Plan (2015) and also, to ensure that the development does not over-provide car parking spaces and to encourage sustainable travel in accordance with Barnet Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

13) The level of parking for all land uses shall be as set out in Drawing No. UBYZ-HBA-00-00-DR-A-P003 Rev P3 resulting in a total of 5 spaces on street and 1 Disabled Spaces within the curtilage of the site. The following parking details will be adhered to:

- i. The 5 visitor / public spaces on Montrose Avenue which will be subject to Controlled Parking Zone arrangements and a stay for up to 10 minutes only (maximum short-stay parking), with no return within 1-hour.
- ii. Provision of 1- Disabled parking spaces on the site, with sufficient spaces for vehicles to turn enter in forward gear, turn around and exit in forward gear.
- iii. Minibus access and parking details to be provided for further assessment by the Council is the developer is to operate one for the site.
- iv. Cycle parking provision is for 16 spaces.
- v. Motorcycle parking provision to be provide for 4 spaces.

Reason: To ensure the development meets the needs of its future occupiers, and retain car parking spaces for public use, and to comply with the requirements of policies 3.8 and 7.2 of the London Plan (2015) and also, to ensure that the development does not over-provide car parking spaces and to encourage sustainable travel in accordance with Barnet Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

14) In line with the existing and proposed highways ownership details, the development hereby permitted shall ensure that access to the Montrose and Silkstream Parks is maintained at all times, from Montrose Avenue via the accesses to be created for the development.

Reason: To ensure that the proposed development does not prejudice the amenities of occupiers of adjoining residential properties, in the interests of highway and pedestrian safety and in the interests of protecting the environment and trees in accordance with policies CS9, CS13, CS14, DM01, DM04 and DM17 of the Barnet Local Plan and polices 5.3, 5.18, 7.14, 7.15, 7.21 and 5.21 of the London Plan 2015.

15) The developer to ensure that the detailed plans for the proposals are undertaken in collaboration with the Montrose Park and Silk Stream masterplan developers, and an integrated plan showing how the two development sites will interact to be

submitted to the Council for approval. Such details will include stopping up and diversion of the existing footpath to ensure a safe, convenient and an integrated connection for pedestrians into the existing surrounding facilities, and from Montrose Avenue.

Reason: To ensure the development meets the needs of its future occupiers and to comply with the requirements of policies 3.8 and 7.2 of the London Plan (2015).

- 16) Before the development hereby permitted is occupied; details of cycle parking and cycle storage facilities in accordance with the London Plan should be submitted to and approved by the Local Planning Authority and such spaces shall be permanently retained thereafter. Minimum aisle widths, as set out in London Cycling Design Standards, must be met and 5% of space should be provided for the storage of non-standard cycles.

Reason: In the interests of promoting cycling as a mode of transport in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012, Policy DM17 of Development Management Policies (Adopted) September 2012 and the London Cycling Design Standards 2016.

- 17) Before the development hereby is occupied; details to show entry and egress arrangements and pedestrian walkways / cycleways are to be submitted to and approved in writing by the Local Planning Authority. Submission shall include road safety audits, proposed introduction of highway features on, stopping up and land ownership plans will need to be revised showing the proposed layouts and footways in association with the new accesses to both the Montrose Youth Zone and the Montrose Park. Stopping up details will be required and agreed. The details of the proposed works to be undertaken to the existing public highways shall have been approved in writing by the Local Planning Authority and implemented prior to the formal opening of the development. The development shall thereafter be implemented in full in accordance with the approved details.

Reason: To ensure that the access is satisfactory in terms of highway safety and in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

- 18) Prior to Ground Works and Site Preparation Works, no development shall commence until a Construction Environmental Management Plan, setting out the construction and environmental management measures associated with that Development Phase, has been submitted to and approved in writing by the Local Planning Authority and shall include:

Construction site and works

- i. Site information (including a site plan and management structure)
- ii. Description of works, equipment and storage
- iii. Programme of works
- iv. Temporary hoarding and fencing
- v. Temporary works

- vi. Interim drainage strategy
- vii. Intrusive site investigation works and monitoring (the scope to be agreed in writing with the Local Planning Authority)

#### Construction management and procedures

- viii. Code of Considerate Practice
- ix. Consultation and neighbourhood liaison
- x. Staff training and briefing procedures
- xi. Schedule of environmental legislation and good practice
- xii. Register of permissions and consents required
- xiii. Environmental Audit Programme
- xiv. Environmental Risk Register
- xv. Piling Works Risk Assessment
- xvi. Health and safety measures
- xvii. Complaints procedures
- xviii. Monitoring and reporting procedures

#### Demolition and waste management

- xix. Demolition Audit
- xx. Site clearance and waste management plan
- xxi. Asbestos survey and disposal strategy

#### Construction traffic

- xxii. Construction traffic routes
- xxiii. Construction traffic management including access to the site (specifically any proposed temporary construction accesses to the site); the parking of vehicles for site operatives and visitors; hours of construction, including deliveries, loading and unloading of plant and materials; the storage of plant and materials used in the construction of the development; the erection of any means of temporary enclosure or security hoarding and measures to prevent mud and debris being carried on to the public highway and ways to minimise pollution.

#### Environmental Management

- xxiv. Ecology surveys and management plan (as required by the ES) in relation any existing ecological features that may be affected by works in that Development Phase
- xxv. Measures to minimise visual impact during construction
- xxvi. Measures to minimise noise and vibration levels during construction
- xxvii. Measures to minimise dust levels during construction
- xxviii. Measures to control pollution during construction (including a Pollution Response Plan)
- xxix. Construction lighting strategy, including measures to minimise light spill
- xxx. Measures to reduce water usage during construction
- xxxi. Measures to reduce energy usage during construction
- xxxii. Any other precautionary and mitigatory measures in relation to demolition and construction as identified in the ES and the EIA Mitigation Register

The development shall thereafter be implemented in accordance with the measures detailed within the statement.

Reason: To ensure that the proposed development does not prejudice the amenities of occupiers of adjoining residential properties, in the interests of highway and pedestrian safety and in the interests of protecting the environment and trees in accordance with policies CS9, CS13, CS14, DM01, DM04 and DM17 of the Barnet Local Plan and policies 5.3, 5.18, 7.14, 7.15, 7.21 and 5.21 of the London Plan 2015.

- 19) Prior to the occupation of the development a waiver of liability and indemnity agreement must be signed by the developer and be submitted to and approved in writing by the Local Planning Authority. This is to indemnify the Council against any claims for consequential damage caused to private roads arising from and/ or in connection with the collection of waste by the Council from the premises.

Reason: To ensure that the access is satisfactory in terms of highway safety development and to protect the amenity of the area and in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

- 20) Before the permitted development is occupied a full Delivery and Servicing Plan (DSP) shall be submitted to and agreed by the Local Planning Authority.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012, Policy DM17 of Development Management Policies (Adopted) September 2012 and London Plan policy 6.14 'Freight'.

- 21) Prior to the commencement of the development hereby approved, details of any highways to be stopped under Section 247 of the Town and Country Planning Act 1990 shall be submitted to and agreed with the Local Planning Authority, generally in accordance with Drawing No. UBYZ-HBA-00-00-DR-A-P003 Rev P3.

Reason: To ensure that adequate public access is provided throughout the development.

- 22) No part of the development shall come into operation until the access roads and highways works (on and off-site) associated with the new access are made available for use.

Reason: To ensure there is adequate access available to all units and commercial units.

- 23) Prior to the occupation of the development, the works to be undertaken to the existing public highways and un-adopted road layouts shall have been approved in writing by the Local Planning Authority and implemented prior to the formal opening of the development. The details of the works will cover the access roads and access points and road features, car parking areas, new footways and footpaths, along with any supporting Road Safety Audits. The approved and



agreed works shall be completed at the applicant's expense based on the agreed layout shown on Drawing No. UBYZ-HBA-00-00-DR-A-P003 Rev P3.

Reason: To ensure that adequate and satisfactory provision is made for vehicles in the interests of pedestrian and highway safety and the free flow of traffic in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

- 24) A Community Centre Travel Plan shall be submitted to the Council for approval at least 3 months prior to occupation. The Travel Plan shall relate to all travel movements associated with the Youth Centre including but not limited to staff, users and visitors and shall be iTRACE and ATTrBuTe compliant and therefore meeting the requirements of the Transport for London Travel Plan guidance. The Travel Plan shall include a range of soft and hard measures to be implemented from the time of submission until at least 5 years after first occupation of the development and will include the provision of a Travel Plan Champion to be in position for the life span of the Travel Plan. Monitoring that meets the Transport for London 'standard approach to monitoring' shall be completed within 3 months of occupation and in years 1,3 and 5 following which the Travel Plan shall be updated and resubmitted to the Council for approval. The Travel Plan shall include details of the mechanism to be used for the Travel Plan monitoring fee of £5,000 to be paid prior to occupation.

Reason: To ensure there is adequate access available to all units and commercial units, and that the proposed development does not prejudice the amenities of occupiers of adjoining residential properties, in the interests of highway and pedestrian safety and in accordance with policies CS9, CS13, CS14, DM01, DM04 and DM17 of the Barnet Local Plan and policies 5.3, 5.18, 7.14, 7.15, 7.21 and 5.21 of the London Plan 2015.

- 25)(a) A scheme of hard and soft landscaping, including details of existing trees to be retained and size, species, planting heights, densities and positions of any soft landscaping and pathways, shall be submitted to and agreed in writing by the Local Planning Authority before the development hereby permitted is commenced.

(b) All work comprised in the approved scheme of landscaping shall be carried out before the end of the first planting and seeding season following occupation of any part of the buildings or completion of the development, whichever is sooner, or commencement of the use.

(c) Any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of the completion of development shall be replaced with trees or shrubs of appropriate size and species in the next planting season.

Reason: To ensure a satisfactory appearance to the development in accordance with Policies CS5 and CS7 of the Local Plan Core Strategy DPD (adopted

September 2012), Policy DM01 of the Development Management Policies DPD (adopted September 2012), the Sustainable Design and Construction SPD (adopted April 2013) and 7.21 of the London Plan 2015.

- 26) A crime prevention strategy shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the development. The strategy shall demonstrate how the development meets 'Secured by Design' standards. The development shall thereafter be carried out in accordance with the approved details.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

## **Recommendation 2**

That the Committee grants delegated authority to the Head of Strategic Planning to make any minor alterations, additions or deletions to the recommended conditions and obligations as set out in this report and addendum provided this authority shall be exercised after consultation with the Chairman (or in his/her absence the Vice-Chairman) of the Committee (who may request that such alterations, additions or deletions be first approved by the Committee).

## **1. MATERIAL CONSIDERATIONS**

### **1.1 Key Relevant Planning Policy**

#### **Introduction**

Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires that development proposals be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan is The London Plan and the development plan documents in the Barnet Local Plan. These statutory development plans are the main policy basis for the consideration of this planning application.

Barnet's Local Plan is made up of a suite of documents, including the Core Strategy and Development Management Policies development plan documents. The Core Strategy and Development Management Policies documents were both adopted by the Council in September 2012.

A number of other planning documents, including the National Planning Policy Framework and supplementary planning guidance are also material to the determination of this application.

More detail on the policy framework relevant to the determination of this development and an appraisal of the proposal against the development plan policies of most relevance to the application is set out in subsequent sections of this report dealing with specific policy and topic areas. This is not repeated here.

## **The London Plan**

The London Plan (2015) is the development plan in terms of strategic planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The London Plan policies (arranged by chapter) most relevant to the determination of this application are:

### Context and Strategy

1.1 (Delivering the Strategic Vision and Objectives for London)

### London's Places:

2.6 (Outer London: Vision and Strategy); 2.7 (Outer London: Economy); 2.8 (Outer London: Transport); 2.15 (Town Centres); and 2.18 (Green Infrastructure: the Network of Open and Green Spaces)

### London's People:

3.1 (Ensuring Equal Life Chances for All); 3.2 (Improving Health and Addressing Health Inequalities); 3.3 (Increasing Housing Supply); 3.4 (Optimising Housing Potential); 3.5 (Quality and Design of Housing Developments); 3.6 (Children and Young People's Play and Informal Recreation Facilities); 3.8 (Housing Choice); 3.9 (Mixed and Balanced Communities); 3.10 (Definition of Affordable Housing); 3.11 (Affordable Housing Targets); 3.12 (Negotiating Affordable Housing on Individual Private Residential and Mixed Use Schemes) and 3.13 (Affordable Housing Thresholds).

### London's Economy:

4.1 (Developing London's Economy); 4.2 (Offices); 4.3 (Mixed Use Development and Offices); 4.4 (Managing Industrial Land and Premises); 4.6 (Support for and Enhancement of Arts, Culture Sport and Entertainment Provision); 4.7 (Retail and Town Centre Development); 4.10 (Support New and Emerging Economic Sectors); and 4.12 (Improving Opportunities for All)

### London's Response to Climate Change

5.1 (Climate Change Mitigation); 5.2 (Minimising Carbon Dioxide Emissions); 5.3 (Sustainable Design and Construction); 5.5 (Decentralised Energy Networks); 5.6 (Decentralised Energy in Development Proposals); 5.7 (Renewable Energy); 5.8 (Innovative Energy Technologies); 5.9 (Overheating and Cooling); 5.10 (Urban Greening); 5.12 (Flood Risk Management); 5.13 (Sustainable Drainage); 5.14 (Water Quality and Wastewater Infrastructure); 5.15 (Water Use and Supplies); 5.17 (Waste Capacity); and 5.21 (Contaminated Land).

### London's Transport

6.1 (Strategic Approach); 6.2 (Providing Public Transport Capacity and Safeguarding Land for Transport); 6.3 (Assessing Effects of Development on Transport Capacity); 6.4 (Enhancing London's Transport Connectivity); 6.5 (Funding Crossrail and Other Strategically Important Transport Infrastructure); 6.7 (Better Streets and Surface Transport); 6.9 (Cycling); 6.10 (Walking); 6.11 (Smoothing Traffic Flow and Tackling Congestion); 6.12 (Road Network Capacity); and 6.13 (Parking)

### London's Living Places and Spaces

7.1 (Building London's Neighbourhoods and Communities); 7.2 (Inclusive Environment); 7.3 (Designing Out Crime); 7.4 (Local Character); 7.5 (Public Realm); 7.6 (Architecture); 7.7 (Location of Tall and Large Buildings); 7.13 (Safety, Security and Resilience to Emergency); 7.14 (Improving Air Quality); 7.15 (Reducing Noise) and 7.18 (Protecting Local Open Space and Addressing Local Deficiency).

### Implementation, Monitoring and Review:

8.2 (Planning Obligations); and 8.3 (Community Infrastructure Levy)

### **Barnet Local Plan**

The development plan documents in the Barnet Local Plan constitute the development plan in terms of local planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The relevant documents comprise the Core Strategy and Development Management Policies documents, which were both adopted in September 2012. The Local Plan development plan policies of most relevance to the determination of this application are:

#### Core Strategy (Adopted 2012):

CS NPPF (National Planning Policy Framework – Presumption in favour of sustainable development)

CS1 (Barnet's Place Shaping Strategy – Protection, enhancement and consolidated growth

– The three strands approach)

CS3 (Distribution of growth in meeting housing aspirations)

CS4 (Providing quality homes and housing choice in Barnet)

CS5 (Protecting and enhancing Barnet's character to create high quality places)

CS6 (Promoting Barnet's Town Centres)

CS7 (Enhancing and protecting Barnet's open spaces)

CS8 (Promoting a strong and prosperous Barnet)

CS9 (Providing safe, effective and efficient travel)

CS10 (Enabling inclusive and integrated community facilities and uses)

CS11 (Improving health and well-being in Barnet)

CS12 (Making Barnet a safer place)

CS13 (Ensuring the efficient use of natural resources)

CS14 (Dealing with our waste)

CS15 (Delivering the Core Strategy)

#### Development Management Policies (Adopted 2012):

DM01 (Protecting Barnet's character and amenity)

DM02 (Development standards)

DM03 (Accessibility and inclusive design)

DM04 (Environmental considerations for development)

DM05 (Tall Buildings)

DM06 (Barnet's Heritage and Conservation)

DM08 (Ensuring a variety of sizes of new homes to meet housing need)

DM10 (Affordable housing contributions)

DM11 (Development principles for Barnet's town centres)

DM13 (Community and education uses)  
DM14 (New and existing employment space)  
DM15 (Green belt and open spaces)  
DM16 (Biodiversity)  
DM17 (Travel impact and parking standards)

Supplementary Planning Guidance and Documents:

A number of local and strategic supplementary planning guidance (SPG) and documents (SPD) are material to the determination of the application.

Local Supplementary Planning Documents:

Sustainable Design and Construction (October 2016)  
Residential Design Guidance (April 2013)  
Planning Obligations (April 2013)  
Affordable Housing (February 2007 with updates in August 2010)  
Strategic Supplementary Planning Documents and Guidance: Accessible London: Achieving an Inclusive Environment (April 2004)  
Sustainable Design and Construction (May 2006)  
Health Issues in Planning (June 2007)  
Wheelchair Accessible Housing (September 2007)  
Planning for Equality and Diversity in London (October 2007)  
All London Green Grid (March 2012)  
Shaping Neighbourhoods: Play and Informal Recreation (September 2012)  
Housing (November 2012)

National Planning Guidance:

National planning policies are set out in the National Planning Policy Framework (NPPF). This 65 page document was published in March 2012 and it replaces 44 documents, including Planning Policy Guidance Notes, Planning Policy Statements and a range of other national planning guidance.

The NPPF is a key part of reforms to make the planning system less complex and more accessible. The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The document includes a 'presumption in favour of sustainable development'. This is taken to mean approving applications which are considered to accord with the development plan. In March 2014 the National Planning Practice Guidance was published (online) as a web based resource. This resource provides an additional level of detail and guidance to support the policies set out in the NPPF.

The Community Infrastructure Levy Regulations 2010:

Planning obligations need to meet the requirements of the Community Infrastructure Levy Regulations 2010 (as amended) to be lawful. Were permission to be granted, obligations would be attached to mitigate the impact of development which are set out in Section 10 of this report.

Colindale Area Action Plan (CAAP)

Watling Estate Conservation Area Character Appraisal Statement (Adopted 2012)

Silkstream Park Draft Landscape Masterplan April 2016

Draft Stage D of the Playing Pitch Strategy 2016

## **1.2    Relevant Planning History**

Details of site history are listed in Appendix 2 of this report.

## **1.3    Public Consultations and Views Expressed**

As part of the consultation procedure, 1252 letters were sent to local residents. A site notice was also erected on 06/04/2017 and the application was published in the local press on 04/04/2017.

Of the responses received by the council, of which 21 were objections, 5 were letters of support and 5 were comments. Details of these consultation responses are outlined below.

### **Objections**

- 1) There are numerous facilities within the local area which are not being used including Burnt Oak and Copthall Leisure Centres.
- 2) The tennis courts will be lost.
- 3) Existing park users will need to travel further afield to Silkstream Park.
- 4) More young people in the park will increase the crime rate and anti-social behaviour, making local residents even less safe walking at night.
- 5) The Council should be liaising with local schools that already have these facilities in place so as to provide the youths with these facilities without spending the government money on new ones.
- 6) The proposal, as a youth zone rather than leisure centre, will not be open to all of the community
- 7) Young people do not use the park
- 8) The existing facilities should be improved, before new buildings are constructed.
- 9) The proposed Youth Zone should be built on brownfield land.
- 10) The proposed building is unattractive
- 11) Increased noise and light pollution from new community uses
- 12) Increase disturbance from more vehicles entering and passing the site
- 13) Highways safety
- 14) Overspill parking
- 15) Future users will need to cross the park at night, which is dangerous
- 16) Montrose Park is one of only a few green spaces left. As such, it should not be built on.
- 17) Not best use of council funds when libraries are being closed. Council funds should be also spent on local infrastructure.

18) Youth Zone not being used throughout the day.

### **Response to objections**

- 1) Although there are nearby local community facilities, these do not provide the range of activities and capacity that the proposal is able to accommodate.
- 2) The existing tennis courts are not being lost as part of this application.
- 3) The proposal is resulting in only approximately 2.3% of the park's green space being developed to provide the Youth Zone building. The proposal should therefore have no significant impact on the use of the park's green spaces and other uses.
- 4) As part of the appraisal process, the Metropolitan Police have been consulted regarding the proposed Youth Zone and its location within Montrose Park. No objections have been received by the Council from the Met Police.
- 5) It has been identified by the Local Authority that providing a built-for-purpose community building will provide a better range of facilities and activities.
- 6) The proposal, as a youth zone rather than leisure centre, will be open only to the people of ages 9 to 18 (or up to 25 for those with additional needs).
- 7) The application site is located in a residential area and as such there is a high local young population. Through the construction of this new facility there will be structured activities for young people in a safer, secure facility.
- 8) Another application has been submitted to the Local Planning Authority, seeking to make numerous improvements to both Montrose and Silkstream parks. However, the extent of these improvements cannot overcome the need for a community centre and the range of activities and services the proposed community centre can provide.
- 9) Although the proposed site is not brownfield, there are a number of reasons why this location is considered appropriate including high PTAL, nearby residential properties the complementary relationship this use has with the outdoor sports uses of Montrose Playing Fields.
- 10) Through the use of conditions, the external elevations of the proposed building and the materials used are to be further worked on with the Council to ensure the new building is of a high quality design and appearance.
- 11) The Environmental Health Team has been consulted regarding the proposal. Appropriate conditions relating to noise mitigation have been attached. Also a condition restricting the hours of use has also been attached.
- 12) A condition restricting the hours of use has been attached. This will ensure vehicles will not be entering and leaving the site at anti-social times.
- 13) As part of the appraisal process the Highways Team have been consulted. They have raised no issue with highways safety.
- 14) As part of the appraisal process the Highways Team have been consulted. They have raised no issue with overspill parking.
- 15) The proposed Youth Zone directly adjoins Montrose Avenue, and as such future users of this facility will not need to cross the park at night.

- 16) The extent of development of the Montrose Playing fields is minimal.
- 17) The funding of this application is not a planning material consideration.
- 18) Although the activities are scheduled after school (when young people will be available to use the centre), staff preparation works will be taking place in the Youth Zone during the day.

## **Support**

- 1) Very good project as long as it doesn't ruin the natural look of the park.
- 2) Provides local place for youths to play sports.
- 3) Will create feeling of unity.
- 4) This will finally replace the poor facilities we have in Montrose for example poorly surfaced concrete in the basketball court, awfully laid football pitches.
- 5) Dedicated sports facility will minimise disturbance caused by sports being played close to existing residential areas.
- 6) Provision of activities for young people will reduce anti-social behaviour.
- 7) Should also provide improvements and opportunities for adult users of the park.
- 8) As well as facilities for sports and activities, youth zones also have employability programs and a chance to talk to someone one to one about youth specific issues.
- 9) Most young people don't drive, so there will be insignificant highways impacts.

## **Comments**

- 1) Can the parking impact be considered as part of the appraisal process?
- 2) How will you ensure that the park is kept clean of litter given the proposed increased use?
- 3) Who will be able to use the facilities e.g. toilets and cafe? Will they be accessible to all users of the park?
- 4) I think council should do other important improvements before building this centre.
- 5) Why is this centre being built when nearby libraries are being closed?
- 6) There is an existing old building within the park not in use, why this can't be refurbished/ extended?
- 7) Cars are speeding on roads in proximity to the application site. Can a way of controlling this issue be found?
- 8) Parking permits should be in place. I think the proposal will also have a negative impact on the allotment site.
- 9) Can the flood alleviation strategy be appraised as part of the application? The Greenway currently experiences flooding.

## **Responses to Comments**

- 1) The parking impact will be appraised by the Council's Highways Team.
- 2) A condition has been attached to this report requiring a management plan be submitted. This will include management of the Youth Zone and external space around the Youth Zone.
- 3) This facility will be accessible to people within the age restriction.
- 4) Other improvements to the park are proposed under a separate application.



- 5) The closures of libraries are a separate matter and are unrelated to this application.
- 6) The existing building on site is not the appropriate size and location for this type of use.
- 7) Vehicular matters will be appraised and addressed by the Council's highways team (see the highways section of this report).
- 8) The need for parking permits will be appraised by the Council's highways team (see the highways section of this report).
- 9) As part of the appraisal process the Council's drainage team have been consulted.

### **1.3 Internal Statutory Consultation Responses**

#### **Highways**

No objection to proposal. Highways have recommended the attachment of a number of conditions. Full appraisal of highways issues are detailed in the Highways section of the report.

#### **Urban Design**

- The location of the structure is fitting, the adjacent outdoor event space planned for the park and the relocated tennis courts are envisaged to create a synergy between the Youth Zone and the rest of the park. In addition, the proximity to one of the park entrances will ensure ease of access to the Youth Zone.
- The orientation of the building is welcome as it backs onto a green buffer which mitigates noise from the rail tracks and provides a visual buffer as well from the pedestrian perspective. Servicing of the building should be kept at the back, between the railway interface and the building. The 3 metre interface seems to suffice.
- Parking and drop off area should be designed in order to cause minimum disruption to Montrose Avenue and future cycle traffic through.
- The external recreation area between the building and the rail tracks should be carefully designed.
- The modular character of the Sports Hall is very welcome as we can have more than one activity in a single space.
- The timber cladding is welcome as long as it is a pre-treated material that will be low maintenance. This natural texture will be fitting for a structure that is set within park space. The grey material shown is less easy to envisage and a sample would be needed to understand the nature of the material. Currently the main hall façade fronting the park is very inactive. This needs attention and can be mitigated though fenestration, material change or even climbers. A polymer cladding which would increase transparency could be used in places as shown in precedents within the document.

- The kick pitch on the first floor is very welcome as it is seen as a space saving measure allowing for more green open space and less footprint.
- A good level of fenestration is proposed to the interface with the park, which will allow for views in and out the Youth club.
- The large mounds in front of the main sports hall seem to have no purpose and restrict the main sports hall façade. In addition the area of mounds could be used as a recreation area instead of a limited linear space behind the building.

## **Trees**

One group of mature poplar trees and 5 individual trees will be removed for this proposal. The loss of the poplar trees is the most significant in terms of stature and size. However they are all in poor structural condition and removal and replacement is likely regardless of development in the short to medium term. An arboricultural method statement and detailed landscaping plan conditions will need to be attached to this permission.

## **Environmental Health**

The acoustic fence to the outdoor kick pitch will reduce noise levels to acceptable noise levels for nearby residents.

Specifications have been provided within the acoustic report for glazing, ventilation and doors.

Outline recommendations have been made for controlling noise from amplified music.

I would recommend the implementation of conditions to ensure that Barnet's standard requirements for noise levels are met. The recommended conditions have been attached (see conditions list).

## **Street Lighting**

No further comments.

## **Green Spaces**

1. The current path network doubles up as vehicular access for both park maintenance vehicles and allotments holders. The path network indicated in the plan is insufficient for vehicles to manoeuvre: resulting in a detrimental effect on the park by the creation of ruts or wheel tracks to the grassed area; requiring additional maintenance and incurring additional cost. The pathway proposals should be aligned with the proposals for access to and through the wider site included within the Council's proposals/masterplan for the wider Montrose Recreation Ground/Silkstream Park redevelopment.

2. The proposals include the creation of an underground floodwater attenuation tank outside the boundary of the site and within the wider park. This is acceptable subject to:-
  - The floodwater attenuation tank shall be the responsibility of the applicant; with no responsibility attaching to the Council;
  - All costs arising from the creation and maintenance of the attenuation tank being the sole responsibility of the applicant with no such costs attaching to the Council;
  - The specification and mode of construction of the attenuation tank being capable of bearing the weight of vehicles and items of parks equipment and submitted to and validated by an appropriately qualified engineer prior to commencement of construction: with all costs being borne by the applicant;
  - Maintenance of the attenuation tank being undertaken from the area of land occupied by the applicant whenever possible;
  - In the event of works of maintenance of the attenuation tank being undertaken from within the park, the applicant will make good all land disturbed; including the backfilling of excavations, making good subsidence both following the completion of the works and subsequently should subsidence occur over time;
3. The earth mounds indicated on the plan extend beyond the boundary of the application site and intrude into the wider park. They are in direct conflict with the Council's proposals/masterplan for the wider Montrose Recreation Ground/Silkstream Park redevelopment as they intrude into the areas to be occupied by new paths and the new multi-use games area and tennis courts: facilities which are being provided for all park users. The scales of the mounds also appear out of proportion to the scale of the proposed building and would not contribute to the integration of the proposed building into the wider park.

The applicant's proposals to create the earth mounds as indicated on the plan are unacceptable and, if not deleted from the scheme, will be the subject of an objection to the proposals.
4. Clarification is required regarding the design and construction of the front entrance and street scape edge as it is not clear if the proposals are compatible with the Council's proposals for the remainder of the park. Should, following clarification, the proposals not appear compatible, they should be amended; with amendments being agreed with the Council.
5. Works affecting trees on the site should be undertaken in accordance with appropriate legislation, standards and codes of practice.

#### **1.4 External Statutory consultation responses**

##### **Montrose Avenue Allotment Society (MAAS)**

Our site is adjacent to the Montrose Avenue Playing Fields and will be affected by the proposed development:

Our allotment society welcomes development of the playing fields but would like reassurance that any development does not adversely affect our access to the allotment site and measures are put in place to mitigate against the additional security risks associated with proposed night time activities.

1. MAAS would like assurances that vehicle access to the MAAS site is maintained, for our deliveries to the allotment site that may require lorries.
2. We would like the development to include provision of improved security on the site e.g. additional CCTV, as there are plans for night time floodlit activities . In addition there is no lighting in one side of the playing fields and this should be upgraded to improve security.
3. MAAS members would like to have access to the "Youth Zone" toilets and cafe facilities, even though many of us could not be described as youths.

### **Transport for London**

It is understood that the applicant has been in contact with London Underground to discuss issues regarding floodlighting on the nearby LU railway line. The applicant shall continue to cooperate with LU where necessary to ensure that floodlighting from the proposed development does not adversely impact their operations.

TfL welcome that a CPZ will be introduced around the site, as this will limit parking and encourage the uptake of sustainable transport modes.

TfL welcomes the quantum of cycle parking spaces for this development, and that the majority will be Sheffield style stands as these cycle spaces can accommodate different types of bicycle, including adapted and larger models.

TfL welcome the travel planning measures discussed in the submitted Transport Statement; it is expected that a full travel plan will be secured by s106 agreement. Subject to the above, TfL do not have any objections to the proposal.

### **Highways England**

No objection to the proposal.

### **Historic England**

The proposal is unlikely to have any significant effect on heritage assets of archaeological interest. This application does not lie within an Archaeological Priority Area nor are there any archaeological finds in the vicinity. No further assessment or conditions are therefore necessary.

### **Natural England**

No comments

## Sports England

The proposed Youth Zone facility is intended to be located on the playing field and would therefore result in the partial loss of playing field land.

This application relates to the provision of a new indoor/outdoor sports facility or facilities on the existing playing field at the above site. It therefore needs to be considered against exception E5 of the above policy, which states:

*E5 - The proposed development is for an indoor or outdoor sports facility, the provision of which would be of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss of the playing field or playing fields.*

Sports England have therefore assessed the existing and proposed playing fields against the above policy to determine whether the proposals meet exception E5. The proposed development would be sited on an area of Montrose Playing Field that has had a football pitch marked on it in the past. However, the recently completed Playing Pitch Strategy (PPS) indicates that the site is currently under used and recent aerial photographs show this football pitch not being marked. The PPS, whilst confirming that the whole site should be protected, indicates that Montrose Playing Field should accommodate junior football pitches and maintain the Gaelic football pitch to meet current and future demand. It appears this would be achieved even if the proposed development is constructed. In consequence, the proposed development should not determinately affect the current or project future formal playing pitch demands of Montrose Playing Fields.

The proposed facility would have a sports hall (albeit too small for a four court sports hall but larger than a traditional three court sports hall), a climbing wall, martial arts studio, a performing arts studio, a fitness studio and a 'kick pitch' for young people. Although this facility would not be aimed at the wider community, there is a need for sports halls within the Borough and the submitted documentation articulates a particular need for a youth aimed facility. Having regard to all these factors, provided that the sports facilities are constructed in line with Sport England's design guidance (particularly with regard to the surfacing), the proposal, in this instance, is considered to be of benefit to sport to outweigh the detriment caused by the partial playing field loss.

Given the above assessment, Sport England does not wish to raise an objection to this application as it is considered to broadly meet exception E5 of the above policy. The absence of an objection is subject to the following condition being attached to the decision notice should the Local Planning Authority be minded to approve the application:

- 1) *No development shall commence until details of the surface of the sports hall and kick pitch have been submitted to, and approved in writing by, the Local Planning Authority. The development thereby permitted shall not be constructed other than in accordance with the approved details.*

*Reason: To ensure the development is fit for purpose and sustainable and to accord with Development Plan Policy.*

*Informative: The applicant is advised that the design and layout of the sports facilities should comply with the relevant industry Technical Design Guidance, including guidance published by Sport England, National Governing Bodies for Sport. Particular attention is drawn to Artificial Surfaces for Outdoor Sport 2013, Sports Halls Design & Layouts 2012 and Floors for Indoor Sports.*

Should the condition recommended above not be imposed on any planning consent, Sport England would consider the proposal to not meet exception E5 of our playing fields policy, and we would therefore object to this application.

Sport England would also like to be notified of the outcome of the application through the receipt of a copy of the decision notice.

The absence of an objection to this application in the context of the Town and Country Planning Act, does not in any way commit Sport England or any National Governing Body of Sport to support for any related funding application.

If you would like any further information or advice, please contact me at the address below.

### **Environmental Agency**

No comments

### **Campaign to Protect Rural England**

CPRE are objecting to this proposed development on behalf of our members who are very concerned about the above referenced appeal relating to a development proposed for Montrose Playing Fields. Our objection is based on the following grounds:

- This development would remove a large part of the park from public use and while we appreciate that there may be a need for youth facilities this should not mean that buildings are erected which means that open space is lost forever
- Actually, we would question the need for this facility and are extremely concerned that it may be in competition with other local facilities. There is a clear danger that funding will run out leaving the council to pick up the pieces. There is also a risk that it could then end up as a private club or housing.
- Our understanding is that OnSide youth zones are not run as part of the park but separate entity which amounts to public subsidy. It is not clear on what basis any permission would be granted in particular at what price the land is to be leased.
- It is not clear whether the council is subsidising this and, if so, (a) whether this is in fact a priority for council subsidy or (b) whether other organisations have had a chance to access any subsidy. Other park improvements maybe more important and this ought to begin with a park consultation and an action plan.

This feels like an opportunistic proposal based on give-away of public park land. It is our understanding that the whole area fenced in is very large as it includes courts and that the complex would potentially belong to onside for many years.

## **2.0 SITE DESCRIPTION**

The application site is located on the northern corner of Montrose Playing Fields which is characterised by open grass land used for parks and recreational uses. Montrose Playing Fields lie in the Burnt Oak ward, with residential uses surrounding this green amenity space, including the new Colindale Development to the south east.

The site is bounded by a railway embankment and railway line to the north-east; by open space of the Fields to the south-east and southwest; and by Montrose Avenue to the north-west. Public footpaths also run through the Fields providing a marked and measured circuit route in the Fields for running, walking or cycling known as the Millennium Walk.

Pedestrian and vehicular access is gained from Montrose Avenue to the northwest, with pedestrian access from Greenway to the southwest, from Booth Road via a footpath under the underground line to the northeast and informally from the Former Colindale Hospital site to the southeast.

The site is not within an area identified and protected as a Site of Importance for Nature Conservation. The site is not located in an area of the borough that is considered deficient in public open space (as identified on Map 10 of LBB Core Strategy DPD 2012).

The proposed site sits within the boundaries of Colindale regeneration and development area and the CAAP recognises that Colindale has an important role to play in the borough-wide strategy to protect the most important open and green spaces.

The site sits within Montrose Playing Fields which is considered to constitute playing field, or land last used as playing field.

The site adjoins the Watling Estate Conservation Area directly to the northeast, north and northwest. On Montrose Avenue or the surrounding area there are no statutory or locally listed buildings. There are no areas of special archaeological interest with the nearest one found east of Burnt Oak station to the north of the site. There are no designated TPOs on the site or the surrounding area. Burnt Oak Broadway is the nearest road that forms part of the strategic road network.

## **3.0 PROPOSAL**

This application seeks permission for the erection of part single, part two storey Youth Zone including sports hall and floodlit roof level MUGA/kick pitch. The facility is proposed to include the following:

- A four-court indoor sports hall
- Indoor climbing wall
- A fully equipped fitness gym
- A performing arts studio
- Music suite with instruments and recording equipment
- A boxing and martial arts gym
- A large open plan recreation area
- Project rooms, including arts, crafts and fashion
- Film and multi-media facilities
- A teaching/mentoring kitchen
- A café serving hot nutritious meals costing no more than £1
- Roof level (to reduce land take) multi-use games area/kick pitch with flood lights
- A break out room to include activities such as employability workshops, general and gender specific health/youth issue topics/projects and youth participation

The new proposed building which will accommodate these uses is part single, part two storey. The height of this building ranges from 4.25 to 8.67 metres and it has a depth of 71 metres and width of between 26 to 33 metres.

As stated in the submission documents, the proposed Youth Zone would be open when schools are closed and operate 365 days a year. In term time, the zone is likely to be open Monday to Friday 3.30pm to 10pm, in the school holidays, Monday to Friday 9am to 10pm and at weekends 9am to 10pm. The Youth Zone will be open seven days a week, for young people aged 8-19 (or up to 25 years for those with additional needs).

## **4.0 PRINCIPLE OF DEVELOPMENT**

### **4.1 Loss of Open Space**

London Plan policy 7.18 states that *'The loss of protected open must be resisted unless equivalent or better quality provision is made within the local catchment area'. Although the proposal is resulting in the loss of some open space, on the first floor of the development is a high quality floodlit open-air MUGA/kick pitch measuring 576 sqm in area. This pitch is considered to represent a contribution to open space re-provision and better utilisation of the application site to provide a greater range of sport uses.*

Policy CS7 refers to the enhancement and protection of Barnet's open spaces whilst meeting increased demand for access to open space and opportunities for physical activity, by tackling deficiencies and under provision. In particular it supports securing additional on-site open space or other open space improvements in the identified growth areas including 5 ha at Colindale.



Policy DM15 states that ‘Open space will be protected from development. In exceptional circumstances loss of open space will be permitted where the following can be satisfied: a) The development proposal is a small scale ancillary use which supports the use of the open space or b) Equivalent or better quality open space provision can be made. Any exception will need to ensure that it does not create further public open space deficiency and has no significant impact on biodiversity’.

The application site is not located in an area of the borough that is considered deficient in public open space. The proposal will result in the loss of 2,321.56 sqm of open green space for the proposed community building itself in a park which consists of 99,510 sqm of open green space. The proposed building itself will therefore result in the loss of 2.1 % of the open green space of Montrose Park while the development of the site including associated outdoor space is less than 4%. This loss is considered comparatively minimum. As such, the proposal is considered to represent an ancillary use to Montrose Park and the proposal therefore complies with policy DM15.



Figure 1: Red line site plan within the park

Although team sports are played on the application site, a limited number of activities are available. All of these activities take place outdoors as there are currently no indoor sport facilities and therefore are weather dependant. It is considered that a community centre in this location will be able to provide a range of sport activities which can be used in all weathers. As such, the proposal complies with policy CS7 as it is increasing opportunities for physical activity.

## 4.2 Provision of Community Facility

Core Strategy Policy CS10 states that the Council will work with its partners to ensure that community facilities for younger people are provided for Barnet's Communities.

Development Management Policy DM13: Community and Education uses states that 'new community or educational uses should be located where they are accessible by public transport, walking and cycling, preferably in town centres or local centres.

This policy goes on to state that new community or educational uses should ensure that there is no significant impact on the free flow of traffic and road safety. New community or educational uses will be expected to protect the amenity of residential properties.

The proposed youth zone will be located 0.71 from Colindale Station and as such the site has a PTAL of 3. With the construction of the new Montrose Park bridge (see application 15/01661/FUL), this distance will be reduced to 0.5 miles. Later sections of this report explain how, subsequent to analysis, the proposed Youth Zone is not considered to have a detrimental impact on either traffic, road safety or the amenity of residential properties. As such, the proposal is considered to comply with DM13.

#### **4.3 Impact on surrounding residential amenities**

Policy DM13 (Community and education uses) Para 14.1.7 states that '*Community and educational uses may be appropriate in residential areas. Where they do not have a demonstrably harmful impact on the amenities of nearby residential properties and other uses in terms of noise and traffic generation, or on the character of the surrounding area*'.

Although the proposed community centre lies within a park, it lies opposite residential properties 117 Sikstream Road and Nos 15-23 Montrose Avenue. However, due to set back distances established under the proposed Youth Zone lies 26.5 metres from the front boundary of these residential properties and 34 metres from their front elevation. This distance would alone mitigate any impact created by the proposal. However, the proposed building itself by reason of its height, size and positioning, is not considered to have any detrimental impact on nearby residential properties in terms of loss of outlook, light or privacy.

Other nearby residential properties includes Booth Road and 178 Montrose Avenue to the north east of the site. These residential properties lie over 50 metres from the proposed Youth Zone and are separated from the application site by the northern line railway line and embankment which creates a visual barrier between these two areas. As such, there is considered to be no detrimental impact on these properties caused by the proposal.

To the south west of the site lies 72 Montrose Avenue which is positioned approximately 70 metres from the application site. This separation distance again is considered sufficient to mitigate any impact of the proposal on this residential property.

#### **4.4 Loss of existing sports and recreation uses**

About two thirds of the Montrose Playing Fields (southeast) provide a range of grass playing pitches for football and rugby, plus tennis courts and a hard court basketball area. In this area there is a disused pavilion and a brick outbuilding (probably a former tram store). One third of the Fields (northwest) provides open grass space currently used as events space and connects to the northern entrance into Montrose Playing Fields from Montrose Avenue. Sports England was consulted as part of the appraisal process (see full response in consultation section). Sports England

identified that the current playing fields were underutilised and recognised that the proposal brought sport benefits. As a result Sports England raised no objection to the proposal.

#### **4.5 Design of the proposed Youth Zone**

The location of the proposed building is appropriate as it fronts onto a main road (Montrose Avenue), increasing the facilities accessibility. Being sited at the north west corner of the park minimises the impact of the proposal on the openness of the playing fields. Its positioning by the raised railway embankment and line of adjoining trees also minimises the viability of the proposed structure. The orientation of the proposed building along this green buffer also mitigates noise from the rail tracks.

The location of the kick pitch on the roof of the building effectively minimises the building footprint. This efficient utilisation of building space is considered appropriate due to the building's location in a green space, where building footprint should be kept to a minimum.

The modular character of the Sports Hall is very welcome as it allows more than one activity in a single space.

#### **4.6 Design of external spaces and soft landscaping**

The current proposal shows earth mounds located in close proximity to the Youth Zone Building. As part of the appraisal process, the Council's Green Spaces team were consulted regarding the scheme. The Green Spaces team raised concerns about these mounds as they extend beyond the boundary of the application site and intrude into the wider park. As a result, these mounds conflict with the Council's proposals for the wider Montrose and Silkstream park redevelopment plan (planning reference: 17/1929/FUL) and detrimentally impact on areas to be occupied by paths, multi-games activities and tennis courts. Furthermore, the scale of these mounds is out of proportion to the proposed Youth Zone building and this landscaping feature presents no aesthetic value. Therefore, a condition has been attached to this application requesting details of the soft landscaping measures be submitted to the Local Planning Authority for approval. The Council would expect that these proposed measures to not include the originally proposed earth mounds for the reasons outlined in the Green Spaces consultation response.

Green Spaces also identified in their consultation response that the proposed path network doubles up as vehicular access for both park maintenance vehicles and allotments holders. The path network indicated in the plans submitted under this application is insufficient for vehicles to manoeuvre. This will result in a detrimental impact on the park by the creation of ruts or wheel tracks to the grassed area which will require additional maintenance and incurring additional cost. A condition has therefore been attached requesting that details of the proposed path network be submitted to the local authority for approval. This will ensure that these proposed paths can be used comfortably by vehicles without causing ruts or wheel tracks to grass areas.

## 4.7 Highways Impacts

In relation to the above proposed new development, based on recent additional information submitted by the applicant, Transport and Regeneration (T&R) have reviewed the planning application and have no objections to the proposals. The application is recommended for approval but with the attached suggested planning conditions to ensure that the development proposals are sound and acceptable.

Details of the predicted traffic and transportation implications are summarised below.

### 4.6.1 Trip generation and Impact

The floor area of the proposed development is 2,294sqm and will hold a number of activities including sports ranging from skating, football, badminton, netball, basketball, cricket, climbing, boxing and fitness training, and creative activities such as arts and media opportunities, dance studio, media suite (for the production of film, music etc) as well as arts and crafts workshops. At the core of the development's principles and as promoted by Onside Youth Zones is the principle of sustainable access to the site, with less dependency on the car.

The facility is expected to attract a minimum of 1500 young people visiting each week, up to 15 full-time and circa 40 part-time employment opportunities for local people and a minimum of 100 volunteering opportunities.

The expected visitor numbers will be over a 6-hour period during the weekday, starting from 4pm in the evening. The maximum expected on a typical day is 200 visitors, who will use various modes to travel to the facility. A breakdown of the agreed mode splits are below, which highlights that 25% of the trips made to the site will be by car.

**Table 1: Development Trip Generation**

	Mode of Travel						
	Walk	Cycle	Bus	Car	Train	Other	Total
<b>Mode Split</b>	<b>36%</b>	<b>4%</b>	<b>30%</b>	<b>25%</b>	<b>4%</b>	<b>1%</b>	<b>100%</b>
Trips per Day	72	8	60	50	8	2	200
17:00-18:00 (based on daily trips over 6-hrs)	<b>12</b>	<b>1</b>	<b>10</b>	<b>8</b>	<b>1</b>	<b>1</b>	<b>33</b>

During the highway peak and worst-case trip arrival time period for the site (i.e. in the PM peak), the proposed development will attract 8 vehicles. It is expected that this combined with the implementation of the proposed travel plan and sustainable measures for the development, the expected trip levels can be maintained in order to ensure there is no detrimental impact on the operation of the adjacent highway network.

Overall, the development in terms vehicular impact is not considered to have a

significant impact on the local public highway.

#### **4.6.2 Trip generation**

The site has a PTAL of 3 (moderate).

The site has a PTAL of 3 'Moderate', which implies that the public transport accessibility. Whilst this may not be at the high end of PTAL level 6, there are nearby busses which are expected to be actively and positively patronized by the visitors (mainly youths) to the site.

With the estimated figure of 60 daily trips of public transport users, about 10 trips will be made by the bus during the highway peak hours – as shown in the above table.

Public transport is provided by the following local bus routes accessed from nearby bus stops located approximately within 400m from the application site with existing high frequency bus routes. The nearest bus stop is located on the eastern side of Lanacre Avenue, 400m from the application site, served by bus 186 and 204. In addition an additional three bus services route can be found along Burnt Oak Broadway. The following are some available routes that can be used to access the site.

**Route 186 (Lanacre):** Hospital - Harrow Town Centre - Harrow & Wealdstone Station - Belmont Health Centre - Canons Park Station - Edgware Station - Mill Hill Circus - Mill Hill Broadway Station - Hendon Central Station - Brent Cross Shopping Centre

**Route 204 (Lanacre):** Sudbury Town Station - Wembley Central Station - Preston Road Station - Kingsbury Station - Colindale Station - Burnt Oak Leisure Centre - Burnt Oak Station - Edgware Community Hospital - Edgware Station

**Route 32 (Burnt Oak):** Kilburn Park Station - Brondesbury Station - Cricklewood Broadway - Hendon Magistrates Court - The Greenway - Montrose Avenue - Burnt Oak Broadway - Edgware Community Hospital - Edgware Station

**Route 142 (Burnt Oak):** Watford Junction Rail Station - Watford High Street Station - Bushey Station - Red Lion Pub - Common Road - Stanmore Station - Park Grove - Edgware Station - Montrose Avenue - Park Road - Etheridge Road - Brent Cross Shopping Centre

**Route 292 (Burnt Oak):** Colindale Superstores - Montrose Avenue - Burnt Oak Broadway - Edgware Community Hospital - Edgware Station - The Fairway - Elstree Studios - Elstree & Borehamwood Station - Rissington Avenue

The closest rail station is Mill Hill Broadway, approximately 1.77km serving areas such as Hendon, Cricklewood, West Hampstead Thameslink, London St Pancras, St Albans, and Wimbledon. The closest the London Underground is at Burnt Oak on the Northern line, at a walking distance of 700m or nine (9) minutes of walking from the site.

A condition to ensure that travel plan measures are implemented on the site to ensure that sustainable trips are made to the site has been provided.

#### **4.6.3 Parking (car, cycle, disabled, visitor)**

The development scheme will be designed as a no-car or low-car development with no dedicated general parking on the site. Based on the estimated trips outlined above in combination with the operations of the site, there will be no need for permanent general parking on the site as assured by the developers except of disabled parking, and drop-offs and pick-ups.

LB Barnet accepts this and has agreed that a drop-off/pick-up zone can be created on the highway immediately fronting the development site, along Montrose Avenue.

A 25-metre zone will be used for this propose to hold up to 5 cars at any one time, and stay for a period of up to 10 minutes only (maximum short-stay parking), with no return within 1-hour. This will be subject to parking restrictions under the proposed Controlled Parking Zone (CPZ) arrangements. To ensure it provision, Condition 13 seeks to address this matter. The restrictions will ensure quicker turnover for parking demand at these bays, in order that vehicles will not be allowed to wait there for long periods, thereby blocking other visitors from using it.

Based on additional discussions, one disable parking space will be provided within the curtilage of the development site. This will be accessed n forward gear and exited in forward gear, rather than reversing unto the public highway which may be detrimental to other road users. The access and bay details will be subject to Section 278 agreement to ensure that the developer builds it in accordance with Council standards. For this reason, Condition 3 is recommended to be placed on any planning consent.

Cycle parking will be provided in the order of 16 cycles and this is considered acceptable in line with the expected cycle trips generations to the site. Such cycle parking for visitors will be provided close to the main pedestrian entrance to the building and will be overlooked from the lobby area to ensure passive surveillance. It should be noted that based on the results of Travel Plan monitoring, if required additional spaces can be provided on site to increase the cycle parking provision in the future.

Under Condition 13 information should be provided to address the Minibus parking issues should the developer of the Youth Zone require operating a Minibus to the site. The general usage and management of parking for the Minibus will follow the proposed Parking Management Plan (PMP) for the site.

**Table 2: Summary of Overall Parking Provision**

	<b>Visitor Parking (On-Street Drop-off/Pick- up)</b>	<b>Disabled Parking (Off-Street)</b>	<b>Cycle Parking</b>	<b>Motor Cycle Parking</b>
Montrose Youth Zone	5	1	16	4

The parking provision and associated Parking Management Plan are detailed via Condition 12

#### **4.6.4 Access (vehicular, pedestrians & cyclists)**

Condition 14 is required to retain access to the adjacent Montrose Park site – which is also subject to planning (ref 17/1929/FUL Montrose and Silkstream Montrose). In view of proximity of the access, the developer of the Youth Zone has been asked to build a new improved access to the park. This access will also serve as a Pedestrian access into the Montrose Park.

The existing site also has a footpath used by Park visitors to access the Montrose Park. This is proposed to be relocated adjacent the site outside of its boundary. Since the layout needs to be agreed in conjunction with the Montrose & Silkstream Park developer, Condition 15 ensures that the detailed plans for this is undertaken in collaboration with the Montrose Park and Silk Stream masterplan developers. Details will include stopping up and diversion of this footpath to ensure a safe, convenient and an integrated connection for pedestrians into the existing surrounding facilities. A S278 agreement will be required for the new relocated access. The new access junction will include a 24-hour right of access to the Montrose Park. Further details will be examined by LB Barnet and is expected to be built to full standards with sufficient radii, similar to the existing access.

There will be a requirement for Road Safety Audit (RSA) to identify sufficient visibility and that no safety issues will be introduced due to the location of this proposed access, specifically in regards to the introduction of official parking bays within the visibility splays, along Montrose Avenue. The occasional need for access by HGVs and maintenance vehicles to the Montrose Park should also be considered at detailed stages. The RSAs will be undertaken during detailed submission and approval stages, as required via Condition 19.

In terms of highways, stopping up and land ownership plans will need to be revised showing the proposed layouts and footways in association with the new accesses to both the Montrose Youth Zone and the Montrose Park. Stopping up details will be required and agreed via Condition 17. The details of the proposed works to be undertaken to the existing public highways and un-adopted road layouts shall have been approved in writing by the Local Planning Authority and implemented prior to the formal opening of the development will be included in this condition.

The refuse strategy has been accepted and changes have been made where refuse vehicle can access bin stores.

#### **4.6.5 Management plans**

A full Delivery and Servicing Plan (Condition 20) and also a Construction Environmental Management Plan (Condition 18) will be provided which is expected to be used to control and minimize any impact of construction and delivery services. Construction staff parking will be provided within the site and managed with controls to ensure that overspill parking at non-restricted parking areas is avoided. Waste

collection is also proposed to be controlled via Refuse and Recycling Collection Strategy (Condition 11).

## **5.0 CONCLUSION**

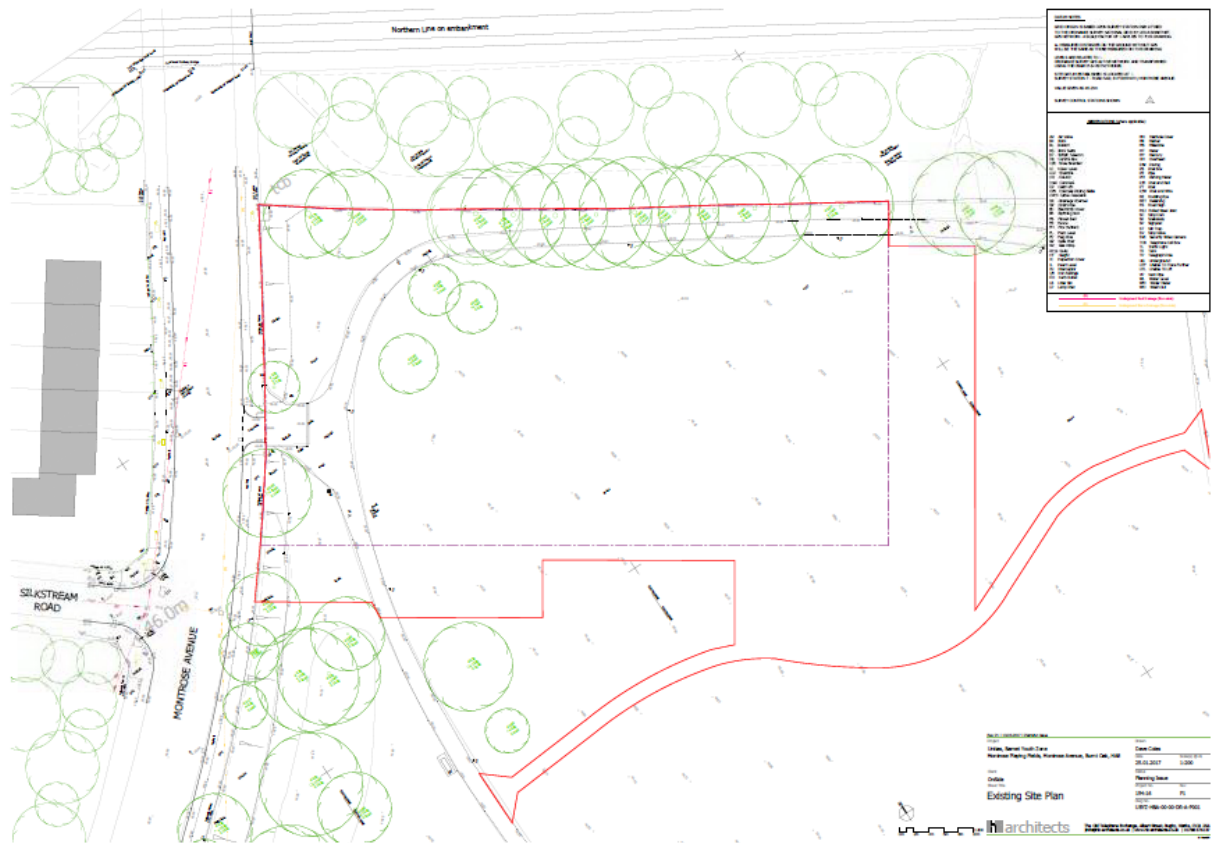
The proposed Youth Zone, in terms of its size, siting, scale and uses is considered to represent an appropriate development within the Montrose Playing Fields.



## **6.0 INFORMATIVE LIST**

- 1) The applicant is advised that the design and layout of the sports facilities should comply with the relevant industry Technical Design Guidance, including guidance published by Sport England, National Governing Bodies for Sport. Particular attention is drawn to Artificial Surfaces for Outdoor Sport 2013, Sports Halls Design & Layouts 2012 and Floors for Indoor Sports.
- 2) In accordance with paragraphs 186 and 187 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals, focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.

## APPENDIX 1: SITE PLAN



## **APPENDIX 2: SITE HISTORY**

Site: Montrose Playing Fields, Montrose Avenue, Colindale, NW9 5BY

Description: Erection of part single storey, part two storey Youth Zone including multiuse sports hall, floodlit roof level MUGA/kick pitch, music suite, indoor/outdoor recreation areas, and café/kitchen

Decision: Pending consideration

Decision Date: Pending consideration