

REPORT FOR CONSIDERATION AT PLANNING COMMITTEE

Reference No: HGY/2007/0429

Ward: Northumberland Park

Date received: 22/02/2007

Last amended date: N / A

Drawing number of plans: A4695/2.1/01, A4695/2.1/02, A4695/2.1/03A, A4695/2.1/04, A4695/2.1/05, A4695/2.1/06, A4695/2.1/07, A4695/2.1/08 & A4695/2.1/09.

Address: Former Middlesex University, White Hart Lane N17

Proposal: Approval of reserved matters (siting, design, external appearance and landscaping) pursuant to outline planning permission HGY/2005/1439 for 70 bed care home.

Existing Use: Vacant

Proposed Use: Care Home

Applicant: Inner Circle Group

Ownership: Private

PLANNING DESIGNATIONS

Classified Road

Officer Contact: Stuart Cooke

RECOMMENDATION

APPROVE RESERVED MATTERS AND VARY SCHEDULE 3 OF THE S106 AGREEMENT ATTACHED TO THE OUTLINE PERMSSION

SITE AND SURROUNDINGS

The application site comprises the part of the former Middlesex University site in White Hart Lane fronting Pretoria Road. The site was formerly occupied by the Middlesex University campus and buildings which have now been cleared away.

The application site is located on the junction of Pretoria Road and College Road at the eastern end of the old Middlesex University campus. Pretoria Road links directly to White Hart Lane opposite the White Hart Lane Network Rail station. Pretoria Road is a generally residential street facing onto the railway opposite which is on an embankment at this point. It features a mixture of two-storey Victorian terraces and more modern three storey flats.

The application site itself is bounded by mature trees on its eastern and northern sides and has a common boundary on the west side with the new 6th form centre. To the south is the Haringey Irish Centre, a three storey social and community facility.

PLANNING HISTORY

Planning permission was granted in 2006 for the redevelopment of the Middlesex University site for a new sixth form centre, 123 new residential units and a 70-bed care home, (ref. HGY2005/1439). This application was a hybrid with the care home element of the scheme being granted in OUTLINE only.

The current application is to approve the reserved matters relating to the outline part of the approved scheme, viz. siting, design, external appearance and landscaping.

DETAILS OF PROPOSAL

This application seeks to discharge the reserved matters pursuant to the outline planning permission. These were:

- i) Principle of the use
- ii) Design
- iii) External appearance
- iv) Landscaping

In addition to the reserved matters, the outline permission was subject to 23 additional conditions which will have to be discharged separately. The usual protocol to be followed in these circumstances is for the matters reserved as part of the outline permission to be dealt with first by formal submission. When these are discharged, the applicant then follows the normal procedure of discharge of the separate conditions attached. The discharge of the reserved matters does not affect the requirement to subsequently discharge the conditions, although clearly there is a need to ensure that the details relating to the both the reserved matters and the conditions are consistent. The applicant has confirmed that it is their intention to follow this procedure and apply for formal discharge of the conditions following approval of the reserved matters.

Schedule 3 of the S106 agreement attached to the outline permission identified a number of features that should be incorporated into the scheme. These were:

- En-suites in every room
- Roof conservatory to supply warmth and visual amenity
- Sufficient space, landscaped with sensory gardens and walkways in pleasant surroundings to accommodate the needs to Alzheimers patients.
- Balconies with views over the sports areas, and
- Clustering by floor with communal areas
- Revised nominations agreements

These requirements are considered in the main body of the report.

CONSULTATION

Ward Councillors
Social Services
Design Panel
Energy consultants – Faber Maunsell
Parks Service

RESPONSES

Councillor Bevan has responded not objecting to the scheme.

Social Services have commented that they would not normally wish to comment on the internal arrangements of a private care home. This is dealt with by the Commission for Social Care Inspection who have responsibility for registering schemes of this type.

The Design Panel has responded generally positively to the scheme.

The energy consultants confirm the scheme meets the requirements of the energy efficiency conditions.

RELEVANT PLANNING POLICY

The Councils new Unitary Development Plan was adopted by the Council in July 2006 following its Public Inquiry and modifications procedures. It complies with relevant national policy guidance and the London Plan. The principal policies which are relevant to this case area set out below.

CW1 COMMUNITY WELLBEING

Good community facilities are essential to the fabric of a successful, healthy and inclusive society. Community facilities include schools, higher education facilities, health centres, childcare providers, places of worship and community halls. Every resident in Haringey that needs a school place, a childcare place, or medical assistance, should have access to these services preferably within walking distance of where they live.

Haringey needs new community facilities because the population is increasing and the demand for community facilities is growing. If any areas of deficiency in community facilities are identified then the Council will bring forward policies to direct facilities to those areas

A key objective of this policy is to increase the overall stock of good quality community and health facilities in Haringey, especially in areas of shortage, and to improve existing facilities.

POLICY UD4: QUALITY DESIGN

The Council wishes to support good and appropriate design, which is sustainable, improves the quality of the existing environment, reinforces a sense of place and promotes civic pride.

The Council considers that people deserve a safe environment in which they can live and move around without fearing that they might be a victim of crime. This is an important component of peoples' quality of life. Good design of buildings and their relationship with their environment affects the perception of an area, as well as the opportunity for disorderly or criminal behaviour.

Any proposals for developments and alterations or extensions, which require planning permission or listed building consent, will be expected to be of high design quality.

POLICY ENV9: MITIGATING CLIMATE CHANGE: ENERGY EFFICIENCY

The Council will encourage energy efficiency and a reduction in carbon dioxide (CO₂) emissions.

Energy efficient designs can be achieved through careful layout, design and landscaping to maximise the use of natural sunlight and ventilation. This may include south facing aspects and small windows on north facing walls. More detail on design and layout is contained in SPG9 Sustainability Statement – Including Checklist.

POLICY M10: PARKING FOR DEVELOPMENT

The Council will apply its parking standards to restrain car use, to reduce congestion, to improve road safety, to give priority to essential users and people with disabilities, to improve the environment, to improve local accessibility and to encourage sustainable regeneration.

ANALYSIS/ASSESSMENT OF THE APPLICATION

Four separate reserved matters are identified. These are:

1. Principle of the use
2. Design/External appearance
3. Access/car parking/servicing
4. Landscaping/Amenity space
5. Trees
6. Sustainability
7. S106 requirements

In order to relate the reserved matters back to the original report, these issues are considered under the following headings:

1. PRINCIPLE OF THE USE

Planning permission was granted in 2006 for the redevelopment of the Middlesex University site for a new sixth form centre, 123 new residential units and a 70-bed care home, (ref. HGY2005/1439). That scheme included the care home as part of the overall redevelopment of the site, with the care home element being submitted in outline only. However, a considerable level of detail was submitted with the application in order to give as much information regarding the complete scheme as possible at that time. The grant of that permission established the provision of the care home as being acceptable in this location based on relevant planning policy.

The London Plan states that adequate provision for social infrastructure and community facilities should be ensured in accordance with policy 3A.16. This includes services for older people. As part of the determination process of the outline planning permission, the GLA did not raise objection to the proposed care home. Their report concluded,

“The scheme delivers valuable community resources within a deprived area of London....including a care home for the elderly....and is consistent with the strategic objectives and policies of the London Plan.”

Policy HSG 7 “Housing For Special Needs” provides advice in respect of housing for special needs. It advises that the Council will support applications for housing developments that meet specific housing needs within the borough including

residential care and nursing homes. In considering the outline proposal, Social Services commented,

“Social Services have no objection to the proposed care home and considers that this use provides for local need.”

The proposed facility is intended to provide care for a broad range of elderly people, including the frail and those who suffer from dementia. Respite and intermediary care could also be provided. Bedrooms have television and IT facilities. The home will offer a variety of food to cater for different tastes and cultures. Other facilities to be provided are a treatment/therapy room, hairdresser, tea and coffee making facilities, as well as seating for relaxation and socialising with double doors opening in to the garden. The care home is based on the ‘cluster model’, where groups of bedrooms are arranged together, share communal facilities, with approximately one member of staff for every five residents.

Haringey Council – Social Service have confirmed their support for the scheme. Social Service has no objection to the proposed care home and consider that this use provides for local need. As such, Haringey Council – Social Services, would encourage the provision of an aged-care home in this area provided the quality of accommodation was of a high standard.

2. DESIGN/EXTERNAL APPEARANCE

The care home was granted in outline only as part of the wider planning permission for the new 6th form centre. That outline planning permission identified specific reserved matters, including design and external appearance. A considerable level of detail was submitted with the original application in order to give as much information regarding the complete scheme as possible at that time. The details submitted as part of this application reflect closely the elevations and supporting information included in the original application. The design of the proposed building is considered in detail below.

In terms of the built context of the site, the heights of buildings around the site vary from 2 to 4-storeys. Predominantly the site is surrounded by terraced housing except to the southwest of the site where new flats have been built. There are buildings of four storeys in height a short distance further to the north of the site on Pretoria Road. Both the existing flats to the south east of the college site and those currently being developed on the Middlesex University campus site are three to four storeys in height.

The proposed building is located facing Pretoria Road and is set back from the road approximately 7.5 metres behind an established line of Lime trees situated along the front edge of the site. As such, it “replaces” the original building line of the street which was lost during the development of Middlesex University complex of buildings. The proposed building is slightly “cranked” to follow the line of the road and so providing a link between the existing residential terraces on either side of the site. The frontage space will be landscaped to provide an adequate

setting for a building of this size in this location. The location of the new building in this position will help to re-establish Pretoria Road as a street and fill in the gap in the street created by the old Middlesex University buildings.

The building form has evolved in response to the internal configuration and “cluster” arrangement which has resulted in a “U”-shaped building creating a courtyard to the rear. The design also responds sensitively to the existing trees within the site. A strategy for retaining all of the trees has been developed. The form and scale of the building is generated by the internal arrangement of the residential accommodation. As a result the building takes the form of two “L”-shaped blocks that are coupled at, and cranked around, the recessed vertical lift core at the centre of the block. The building will create a symmetrical elevation composition on either side of the central core. Projecting bay windows help to articulate the elevations and will reflect the white painted bay window elements on the neighbouring Victorian housing in a contemporary manner.

The scheme has been assessed by the Haringey Design Panel who liked the scheme and expressed support for several of the developments features. They considered the building did not present an overbearing or intrusive presence to the local streetscape and fitted the site well. They liked the way the block cranked in sympathy with the adjacent road. They also liked the way the schemes bulk had been successfully reduced by the use of projecting bays and the use of a varied palette of materials. They also considered the central lift core set off in red contrasting brick an attractive feature.

Some concern was expressed regarding the panelled upstand below the roof and that a green roof should be considered. Also that the use of blue engineering bricks for the ground floor could result in a harsh finish.

In terms of the use of materials, the building has been designed using largely traditional materials incorporating large areas of brick to the elevations to help the building blend in with its surroundings. It is not dissimilar to a 4-storey residential scheme a little further north on Pretoria Road. The external walls will be predominantly a yellow London Stock brick with a blue engineering brick providing the base at ground floor level. Through coloured white render will provide the finish to the walls above the third floor plinth level and within the re-entrant corners. A terracotta through coloured render is proposed for the recessed wall area around the lift core located in the centre of the block. The monopitch roof will be a grey profiled sheet metal with polyester powder coated aluminium fascias and soffits. The windows will be dark grey stained softwood. The use of these types of materials will help the development reflect the general character of the surrounding area. As such the building is considered to achieve an appropriate appearance for the site and succeeds in complementing the existing character of the area.

3. ACCESS/CAR PARKING/SERVICING

The vehicle access to the site is from the existing access in College Road, this being the only practical access point. 16 car spaces are provided including 2 disabled car spaces. This level of provision is considered adequate for a use of this type in this location as public transport availability is good. The site is very close to White Hart Lane Network Rail station and White Hart Lane is served by a number of bus routes. The site is within 400 metres of Tottenham High Road which is also well served by buses.

A turning head is provided immediately adjacent to the entrance for refuse and delivery vehicles to turn within the site. An entrance canopy will provide covered access for an ambulance to the main entrance.

A new ramped pedestrian access is also proposed into the site direct from Pretoria Road.

4. LANDSCAPING/AMENITY SPACE

The principal feature of this site in terms of landscaping is the line of mature Lime trees fronting Pretoria Road. These are to be retained as part of the development to provide screening for the development itself and also for the benefit of the street scene in Pretoria Road. There is also a screen of trees along College Road although these are of less significance and are of generally less good form. However, these trees will also be retained as part of the development as provide additional screening for the development.

In terms of new landscaping, a new residents garden will be created to the rear of the new building facing west, with shaded pergola features and seating. The garden will generally be laid to grass with appropriate shrub and decorative planting. There will also be controlled access to the front garden area with paths and benches under the Lime trees on the Pretoria Road frontage.

Both the ground floor cluster and the central lounge/dining area will have direct access to the shaded terraces within the courtyard garden which will be attractively landscaped with shrubs, raised planters, paths and benches. Additionally, balconies are provided on each floor adjacent to the lift lobbies and bay windows within the many bedrooms and at the ends of the corridors from where the residents can view the surrounding activity from within the safety and confines of the building.

5. TREES

A comprehensive survey of the trees has been undertaken to assess the general health and amenity value of the trees within the site. The survey identifies those trees considered worthy of retention and capable of being safely integrated within the development. The survey identified a total of 56 trees on the site. These are principally the row of Lime trees fronting Pretoria Road. They were found to have

significant life expectancy and the crowns have merged together to form a continuous screen. Retention of these trees is considered a priority.

The trees located along the College Road frontage and the Oak tree were found to be less significant in terms of health, historic significance or long term utility as they are self seeded and of generally fair to poor form. However, they are considered to have some visual value and are so worthy of retention.

The report recommends appropriate trunk and root protection of the trees during the construction period to the relevant BS standard. The relevant condition was attached to the outline permission and will be discharged separately.

6. SUSTAINABILITY/ENERGY EFFICIENCY

The applicant has submitted a sustainable energy strategy prepared by ESD Ltd, a firm a sustainable energy consultants. This study is intended to develop a robust sustainable strategy energy strategy for the scheme as a whole. It is designed to improve the sustainability and environmental performance of Londons built environment by improving energy efficiency, reducing carbon dioxide emissions, generating energy services efficiently and implementing building integrated renewable energy technology.

The strategy has three main aims:

1. to use energy efficiently through:

building orientation and layout seek to maximise daylight and winter solar heat gain where possible.

Enhanced insulation

High performance glazing

Low energy lighting

Low energy appliances

Central heating controls waste water heat recovery systems

2. Use renewable energy

The scheme incorporates a biomass boiler of 23kW capacity to provide part of the heating and hot water base load for the care home

3. supply energy efficiently

communal heating and hot water is provided for the whole building.

In terms of energy efficiency, to respond to condition CH7.2b of the outline permission, the applicant has established an energy and CO2 emissions baseline for the care home and has set a 20% CO2 reduction target. The business as usual (BAU) values are based on Building Regulations Part L2A 2006. Total CO2 emissions for a typical development of this size meeting the regulatory requirements are estimated at approximately 227 tCO2/year. Given the energy

efficiency improvements specified in this scheme, this baseline is reduced by 45 tCO₂/year.

A detailed study of the potential for combined heat and power (CHP) is undertaken as part of the strategy. This concludes that in this case the use of CHP would bring only marginal carbon savings, 2.8% of the sites emissions.

In terms of renewable energy, to respond to condition CH7.2d of the outline permission, the applicant have set a target of CO₂ emissions reductions of 10% over the energy efficiency improvements, to be achieved through on site renewable energy capacity. CO₂ emissions for the whole care home will be reduced by 18.3 tCO₂/year to 163.7 tCO₂/year.

The strategy reviewed options for the use of on-site renewable energy in line with the Mayors policy aspirations, including the London Energy Partnerships Integrating Renewable Energy into New Development toolkit. These options include the use of biomass heating sources, ground source heating systems, solar hot water, photovoltaics and small scale wind provision. Each of these options was considered in detail in relation to this scheme and found to be either uneconomic or unviable.

The Council retained Faber Maunsell to review the energy strategy. Faber Maunsell have concluded that the measures proposed by this strategy will meet the requirements of the Councils condition on energy efficiency.

7. S106 ISSUES

Schedule 3 of the S106 agreement attached to the outline permission requires the scheme to include certain specified features. These are set out below.

Specialist Report on Geriatric Care (para. 1.1)

The S106 agreement required a specialist report on geriatric care be prepared to ensure an appropriate standard of accommodation is provided within the development. The applicant confirms that the scheme has been designed to meet the national minimum standards as set out under the Care Standards Act 2000, which is the relevant legislation covering the design and management of residential care homes. The design, layout and general arrangements are considered therefore to be satisfactory.

En-suites in every room, (para.1.1.1)

The applicant confirms that en-suite facilities are provided in every room.

A roof conservatory area to supply warmth and visual amenity,(para.1.1.2)

The requirement for a roof conservatory within the S106 agreement was included to ensure the care home provided a light, pleasant place for occupants of the care home to sit. It is considered that the provision of a conservatory as part of the scheme is appropriate and desirable and the applicant is happy to provide a conservatory. However, its location on the roof is not regarded as the most suitable or convenient position for it. It would be difficult to access and control of the temperature would be difficult. A more usual arrangement is for the conservatory to be associated with the garden area at ground floor level to provide a pleasant and warm place to sit and enjoy the garden without the need to go outside. A conservatory at ground floor level will allow views straight out into the garden and provide a pleasant and attractive aspect to this part of the building that could be enjoyed by all the residents. In addition, as the building is generally orientated south and west, the conservatory would catch the afternoon and evening sun which would avoid the conservatory becoming too hot in the middle part of the day but pleasantly warm later on.

As the provision of the conservatory in this position does not accord with the specific provisions of Schedule 3 of the S106, a separate recommendation is attached to this report to vary paragraph 1.1.2 of Schedule 3 of the S106 agreement to allow for the conservatory to be located at ground floor level adjacent to the rear garden.

Sufficient space, landscaped with sensory gardens and walkways in pleasant surroundings to accommodate the needs to Alzheimers patients and conservatory and sitting area, (para.1.1.3)

The principal garden area for the development is located to the rear of the building facing toward the 6th form centre. This means the garden area faces west and will therefore receive the best of the sunlight and daylight, especially in the evenings. As the proposed building is a 'U'-shape the garden is contained within the arms of the building, which helps to provide privacy and quiet as well as a sheltered position. It also allows the area to be secure as users of the garden will not be able to wander out into the street. A conservatory is located within this garden attached to the main rear entrance out in to the garden. This will allow a pleasant entrance in to the garden area as well as an attractive sitting area in itself.

The second principal garden area is to the front of the building and is protected from Pretoria Road by the line of mature Lime trees along the boundary. This garden will be landscaped with paths and seats to provide a pleasant, shaded area to sit.

Balconies with views over the sports areas, (para.1.1.4)

Two enclosed balcony areas are provided, one on each end of the side wings of the building on each floor. These balconies are enclosed to provide a sheltered, warm and secure area for residents to sit, and face toward the sports pitches as required by the S106 agreement.

Clustering by floor with communal areas, (para.1.1.6)

The accommodation is arranged in 'clusters' on all floors in groups of 10 units. Each cluster has its own communal lounge and dining areas. There is an additional separate communal lounge on the ground floor and an activity room in the centre of each floor, for use by the two adjacent 'clusters'.

Nomination agreement (para.1.1.7)

The S106 agreement originally granted the Council the right to purchase 50% of the bed spaces at the care home at reasonable cost. Recent advice from Social Services is that there is now no demand for these bed spaces. The nomination agreement has therefore been amended to reflect the current position in terms of the Council's current need to enable the Council to serve Notice to the owner should the Council wish to place a nominee at the care home. This Notice would require the owner and the Council to use all reasonable endeavours to agree reasonable terms of occupancy including both the extent of care services to be provided and the cost of those services. This report therefore recommends that paragraph 1.2 of Schedule 3 of the S106 agreement be amended accordingly.

SUMMARY AND CONCLUSION

The application site comprises the part of the former Middlesex University site in White Hart Lane fronting Pretoria Road. Pretoria Road is a generally residential street facing onto the railway opposite.

Planning permission was granted in outline in 2006 for the redevelopment of the Middlesex University site for a new sixth form centre, residential, and a 70-bed care home, (ref. HGY2005/1439). This application seeks to discharge the reserved matters pursuant to the outline planning permission. These were:

- Siting
- Design
- External appearance
- Landscaping.

The details submitted relating to the reserved matters have been considered against the relevant policies of the Plan and are considered to be satisfactory and meet the objectives of those policies.

RECOMMENDATION 1

That paragraph 1.1.2 of Schedule 3 of the S106 agreement attached to the outline planning permission ref.no. HGY2005/1439 be varied to i) delete the reference to a roof conservatory and replace it with a ground floor rear conservatory, and paragraph 1.2 of Schedule 3 of the S106 agreement to ii) vary the nomination agreement as set out above.

RECOMMENDATION 2

That the reserved matters, relating to siting, design, external appearance and landscaping, following the approval in OUTLINE for the erection of a 70-bed care home as part of the development of the former Middlesex University site in White Hart Lane, ref. HGY2005/1439 be hereby approved.

INFORMATIVE

The applicant is advised that this approval relates only to the reserved matters attached to the outline approval, (ref. HGY2005/1439), and that, notwithstanding this approval, conditions CH1-CH23 attached to the outline approval are still require to be discharged separately.