

1. DETAILS OF THE DEVELOPMENT

Reference No: PPA/2021/0010

Ward: St Ann's

Address: Car Park and open land to the rear of Kerswell Close and 162 St Ann's Road, London, N15 5HT

Proposal: Demolition of existing retail unit and removal of existing car park and erection of a part 4, part 5 storey building plus a separate dwelling house comprising 26 new affordable homes for Council rent together with associated amenity space, two car parking spaces, secure cycle and refuse storage, landscaping, tree planting and other public realm works.

Applicant: London Borough of Haringey

Ownership: Council

Case Officer Contact: Christopher Smith

2. BACKGROUND

- 2.1. The proposed development is being reported to the Planning Sub-Committee to enable Members to view it ahead of the submission of a full planning application. Any comments made are of a provisional nature only and will not prejudice the final outcome of any formally submitted planning application.
- 2.2. It is anticipated that a planning application, once received, would be presented to the Planning Sub-Committee in June 2022. The applicant has engaged in pre-application discussions with Council Planning Officers over the last few months.

3. SITE AND SURROUNDINGS

- 3.1. The 0.23ha site currently includes a fenced-off car park, an undulating raised grassland that features tree and other planting, and a single storey shop unit that fronts onto St Ann's Road close to the road junction with Seven Sisters Road.



Fig 1: Existing site

- 3.2. The site is bordered by St Ann's Road to the south and Seven Sisters Road to the east. The car park is accessed from Kerswell Close to the west and the site is also bordered to the west and north by residential properties.
- 3.3. The site is located within a Critical Drainage Area. It has no other planning policy designations. To the west of the site is the St Ann's Conservation Area. Seven Sisters Road is a designated Area of Change. The railway line to the south is designated as a Grade II Site of Importance for Nature Conservation (SINC) and Ecological Corridor.

4. PROPOSED DEVELOPMENT

- 4.1. The proposal is for the demolition of the shop, removal of the car park and erection of a four to five storey development of 26 dwellings, including a two storey detached house on Kerswell Close. A community hub office for Council staff and a separate community workspace are also proposed fronting St Ann's Road.
- 4.2. The development would be accessed mainly from Seven Sisters Road and would have a secondary access from Kerswell Close. The proposal includes two parking spaces, a new landscaped courtyard amenity area, and the provision of new and replacement tree planting.

5. RELEVANT PLANNING HISTORY

- 5.1. HGY/2018/3553. Replacement of existing car park with a part-3, part-6 storey building comprising 44 one bedroom affordable residential units together with

amenity space, secure cycle and refuse store, site landscaping and public realm works including new publicly accessible pedestrian routes and tree planting. Refused 26/2/2019. Appeal dismissed 2/10/2019.

6. CONSULTATIONS

6.1. Public Consultation

6.2. The applicant will present the development at a Development Management Forum on 9th February 2022. The applicant's team has also commenced its own public consultations..

6.3. Quality Review Panel

6.4. An earlier version of the proposal was assessed by the Quality Review Panel (QRP) on 1st December 2021. The QRP's report is attached as **Appendix 1**.

6.5. The Panel expressed strong support for the proposed land use principles, the height and scale of the development, and the siting of the buildings and amenity areas.

6.6. Detailed design work is ongoing to ensure that these buildings are of a high-quality external appearance, with a good quality layout, supported by an excellent public realm environment.

7. MATERIAL PLANNING CONSIDERATIONS

7.1. The Planning team's initial views on the development proposals are outlined below.

7.2. Principle of Land Uses

7.3. The proposed development would be acceptable in land use terms as it would replace an underutilised car park and an isolated shop unit with a new development that would make a significant contribution to the Council's housing target (1,592 dwellings per annum) and would re-provide non-residential activities (a community hub for Council staff and an additional community workspace of a combined 100sqm) which are appropriate uses for this location outside a town centre.



Fig 2: Ground floor layout

7.4. *Scale, Massing and Detailed Design*

- 7.5. The proposed development would be formed of two main buildings – one fronting onto St Ann’s Road (five storeys) and another fronting onto Seven Sisters Road (four storeys). A detached house (two storeys) would front onto Kerswell Close.
- 7.6. The buildings would be of a contemporary design with chamfered corners and recessed balconies. The height and siting of the blocks would be appropriate for this location. The southern building would be screened in views from within the Conservation Area by existing trees. The eastern building would be set back from Seven Sisters Road behind an area of soft landscaping.
- 7.7. The buildings would be finished with a robust suite of materials that would not appear out of keeping with the character and appearance of the surrounding area. As such, the development would appear as a high-quality addition to the street scene.



Fig 3: Elevation image at corner of St Ann's Road and Seven Sisters Road

- 7.8. Further development of the design is expected as discussions are ongoing.
- 7.9. *Affordable Housing and Housing Mix*
- 7.10. All of the proposed dwellings would be affordable housing units in Council rented tenure. 19.2% (5) of the units would be family sized. 7.7% (2) of the units would be wheelchair-accessible family sized units.
- 7.11. *Layout, Open Space and Public Realm*
- 7.12. The dwellings would meet the Nationally Described Space Standards and all would have a private amenity space that meets the standards set by the Mayor's Housing SPG. There would be communal amenity areas at ground floor, which would include the provision of play space. All dwellings would be at least dual aspect.
- 7.13. The proposal is designed with careful consideration of the amenity impacts from the nearby road and railway. Design work is ongoing to establish the level of impact and whether mitigation will be required.
- 7.14. The development would retain as much of the existing tree planting and green landscaped areas as possible. New landscaped areas would be provided within the communal courtyard and local green spaces would be enhanced to compensate for the loss of green space on this site. The principle of a net loss of green space has been established as acceptable in the recent appeal decision (reference HGY/2018/3553) which supported an overall loss subject to an improvement in the quality of the landscaped areas that are retained.
- 7.15. The loss of one of the large trees fronting Seven Sisters Road will be necessary to accommodate the development and was also considered acceptable in the previous application for the site. The loss of 21 trees will be compensated for by

the provision of 25 new trees on and around the site. It is anticipated that the replacement of parts of this poor quality green landscaped area with a new high-quality development featuring widened footways and comprehensive new planting, as well as active frontages, would provide significant visual amenity and security benefits to the local area.

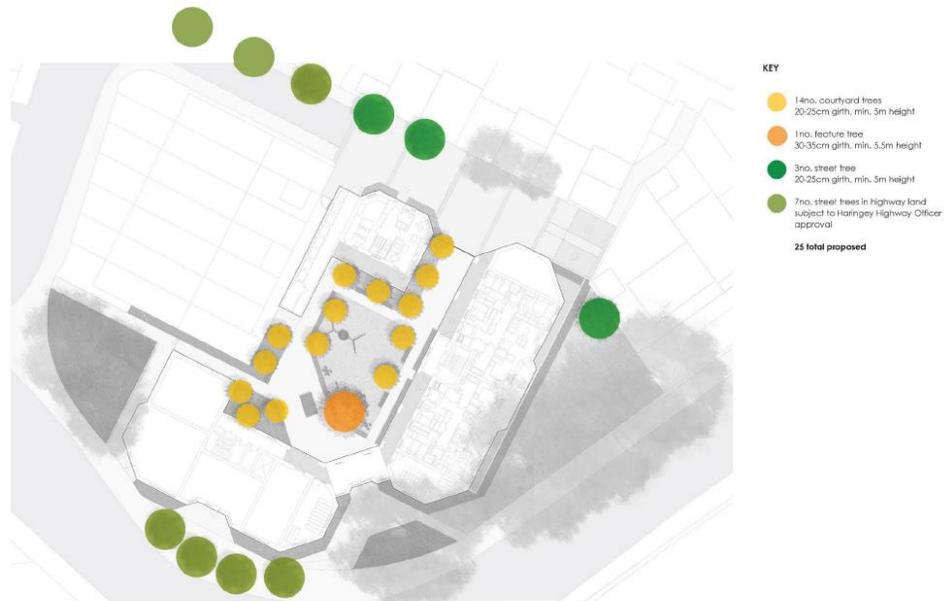


Fig 4: Tree planting plan

7.16. *Amenity of Nearby Residents*

7.17. The distance between the eastern block and the houses to the west on Kerswell Close is 30 metres which removes the potential for significant overlooking. Mutual overlooking of residential gardens in this area already occurs and would not be increased significantly by this proposal. The buildings have been positioned and orientated on the site to ensure any loss of daylight and sunlight to nearby properties would not cause material harm to the amenity of neighbouring occupiers.

7.18. The development is not expected to create any significant noise, light or air quality issues for existing residents.

7.19. *Transportation and Parking*

7.20. There is sufficient car parking available in local streets to accommodate the loss of this Council-owned car park, which is not currently used to its full capacity.

7.21. The site has excellent public transport connections (PTAL of 4). It is within a short walk of Seven Sisters train and underground stations and several bus routes. Policy DM32 supports car free development in areas with this level of public transport connectivity. As such, this development would not provide any parking

other than for disabled occupiers. This restricted approach to car parking is supported in this location. Cycle parking spaces will be provided in secure and spacious locations throughout the site.

PLANS AND IMAGES

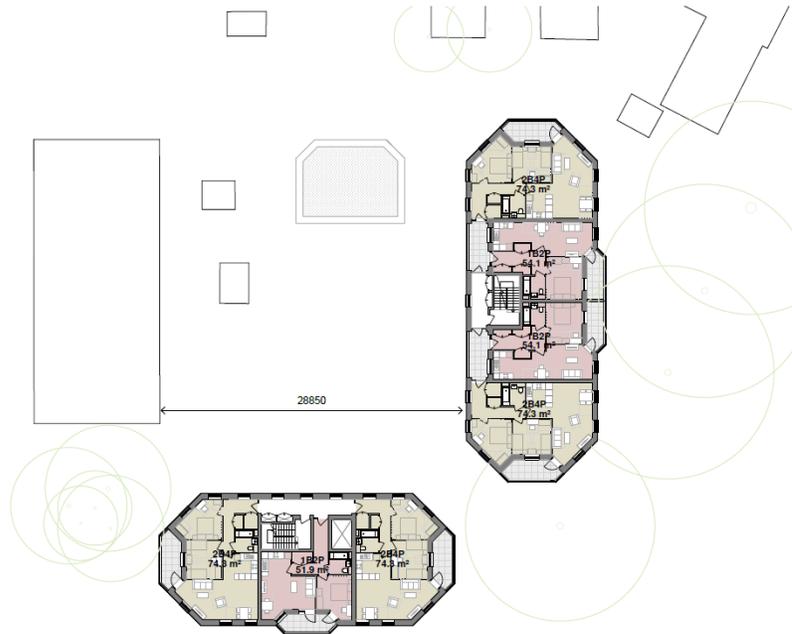
Existing Site



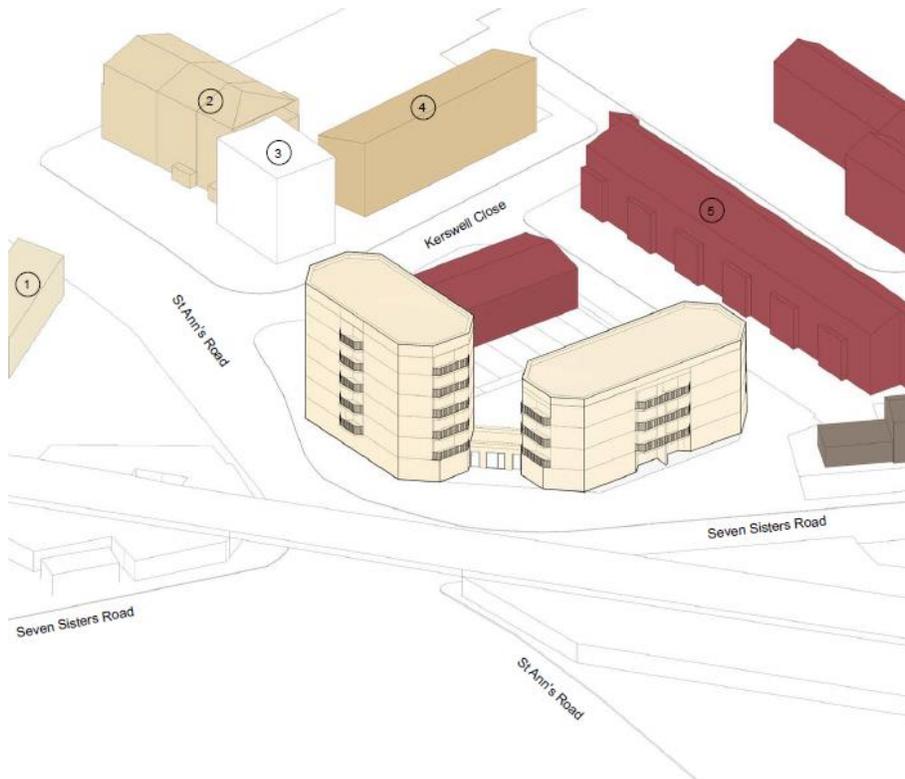
Ground Floor Layout Plan



Upper Floor Layout Plan



Aerial Image (Showing Materiality) from South



View of Proposed Development from West (within Conservation Area)



View of Proposed Development from Junction of St Ann's Rd and Seven Sisters Rd



APPENDIX 1

CONFIDENTIAL



FRAME PROJECTS

Haringey Quality Review Panel

Report of Formal Review Meeting: Kerswell Close

Wednesday 1 December 2021
Via video conference

Panel

Peter Studdert (chair)
Georgios Askounis
Harriet Bourne
Stephen Davy
Paddy Pugh

Attendees

John McRory	London Borough of Haringey
Richard Truscott	London Borough of Haringey
Elisabetta Tonazzi	London Borough of Haringey
Christopher Smith	London Borough of Haringey
Sarah Carmona	Frame Projects
Adela Paparisto	Frame Projects

Apologies / report copied to

Rob Krzyszowski	London Borough of Haringey
Robbie McNaugher	London Borough of Haringey
Kevin Tohill	London Borough of Haringey
Aikaterini Koukouthaki	London Borough of Haringey

Confidentiality

This is a pre-application review, and therefore confidential. As a public organisation Haringey Council is subject to the Freedom of Information Act (FOI), and in the case of an FOI request may be obliged to release project information submitted for review.

1. Project name and site address

Kerswell Close, London N15 5HT

2. Presenting team

Jack Goulde	Haringey Council
Martin Cowie	Haringey Council
Geertje Kreuziger	Haringey Council
Jordan Perlman	Newground Architects
Guilherme Cunha	Newground Architects
Tatiane Britto	Newground Architects
Joe Todd	Turkington Martin Landscape Architects

3. Aims of the Quality Review Panel meeting

The Quality Review Panel provides impartial and objective advice from a diverse range of experienced practitioners. This report draws together the panel's advice, and is not intended to be a minute of the proceedings. It is intended that the panel's advice may assist the development management team in negotiating design improvements where appropriate and in addition may support decision-making by the Planning Committee, in order to secure the highest possible quality of development.

4. Planning authority briefing

The site occupies a prominent location on the northern side of the road junction of Seven Sisters Road and St Ann's Road. It consists of a car park and 'buffer' planting for the neighbouring estate of terraced housing, with only their rear elevations facing onto the site, resulting in a poorly overlooked and unused space. To the south of the site is a retail unit that is proposed to be removed. The site is not subject to any specific planning policy designations, although the St Ann's Conservation Area is located a short distance to the west. The site has a maximum PTAL of 4 and is located within St Ann's controlled parking zone. The proposal includes two blocks of six and four storeys, with a pedestrian access from Seven Sisters Road. The development would accommodate either 26 or 28 social rented flats depending on the final mix of properties. Two non-residential units would be provided at ground floor in the form of a workspace and a hub to support social work in the community. An amenity space would be provided to the rear. Two car parking spaces are proposed for disabled people, and refuse collections would be from Kerswell Close.

This pre-application proposal has been submitted in the context of a planning application (Haringey ref. HGY/2018/3553) that was refused at appeal in October 2019 and which was formerly subject to QRP review. The appeal was refused only on grounds of inappropriate tenure and mix of affordable housing. The previous proposal had a similar height, massing and layout to this proposal, being of six and three storey buildings with a rear amenity area.

The appeal has also established that the partial loss of the green verge to this development would be acceptable, subject to its replacement of high-quality

landscaping. Pre-application discussions have focused on heights and massing, the impact on the adjacent conservation area, trees and landscaping, development layout and the impact on neighbouring amenity. Officers seek the panel's view on the proposed layout, initial design approach, conservation area impact and relationship with the public realm.

5. Quality Review Panel's views

Summary

The Quality Review Panel welcomes the opportunity to consider the proposals for Kerswell Close as they continue to evolve. The project represents a great opportunity to make use of existing underused space. The panel thinks that the proposals are broadly moving in the right direction, and it welcomes the level of work that has been undertaken to date. The process through which the brief has been refined and development options have been explored has resulted in some plausible proposals, although a detailed survey of the existing trees is yet to be carried out to ascertain the constraints that they might impose on the building footprint.

While it highlights that the project team is close to achieving a good solution for the site, it thinks that there is scope for improvement within the massing of the proposals to reduce the development's impact on neighbouring dwellings and the central space, in addition to the configuration of the development at the northern boundary and the impact upon the boundary arrangement. It also identifies some issues for further consideration within the landscape design, scheme layout, architectural expression and design for environmental sustainability. Further details on the panel's views are provided below.

Massing and development density

- The panel has concerns that the currently proposed building heights of six storeys on the St Ann's Road frontage will overwhelm and overshadow the two storey terrace to the north and the communal courtyard space. It will also create an uncomfortable relationship with the three storey listed building to the west within the St Ann's Road Conservation Area
- The panel feels that reducing the scale of the primary block onto St Ann's Road to five storeys with four storeys on the Seven Sisters Road frontage would represent an acceptable maximum height for the development in relation to neighbouring dwellings and the central courtyard space.
- However, it would encourage additional generosity in the floor-to-ceiling height of the non-residential accommodation at ground level fronting St Ann's Road to provide a more substantial visual 'base' for the building.
- The panel is not convinced about the option of adding two houses on the north side of the communal garden to make up the space potentially lost by

reducing the height of the main block. Although this has the merit of providing surveillance to the northern access road, turning it into more of a mews, it significantly reduces the size and usefulness of the communal garden.

Place-making, public realm and landscape design

- The panel has concerns about the scale of the open space on site, aside from that devoted to bin stores, private gardens and hedges. This will be particularly problematic for those residents who do not have children, as the current proposals seem dominated by play. Amenity space for adults is important and needs to be considered within the scheme.
- The panel would like clarification on the distances to existing recreation space for teenagers, not just to park entrances, in addition to clarity on the quantum of provision in the local area.
- The panel would encourage the project team to consider how the development might give something back to the existing residents in neighbouring dwellings. Improving the access to quality play space for existing residents would be beneficial.
- The panel would also welcome clarity about the arrangements for access and servicing at the north of the site. Options to transform the parking spaces into part of the landscape should be considered, as well as consideration of where the secure boundary needs to be.
- The panel highlights that security measures at ground level will need to be carefully considered, to ensure that routes into the development are controlled and well-managed.
- If the mound along the edge of the site at Seven Sisters Road is to be retained, then the nature of the interface with the development will need to be carefully designed, especially in terms of security at ground level.
- The panel would like to know more about how the scheme will achieve a biodiversity net gain, particularly given that half of the existing trees on site are to be removed. The Urban Greening Factor for the site should be established, and proposals adjusted to ensure minimum benchmarks are exceeded, which will help to reduce the urban heat island effect, in addition to pollution problems.
- Replacing the trees to be removed off-site is likely to be unrealistic and the panel would welcome clarification about whether it will be canopy size that will be replaced, as this will have a significant impact on the numbers of trees needed.

- The trees to be retained will be quite close to the proposed building, and there is a clear need for an accurate tree survey to establish the extent of root protection zones. The panel understands that the existing London plane trees may need to be cut back, however this will give them a different character to the other London plane trees along Seven Sisters Road.

Relationship to conservation area

- The panel would like to know more about how the proposals relate to the conservation area. It has concerns about the proposed six storey block fronting St Ann's Road and feels that the relationship with the listed building on the corner of Kerswell Close may be more comfortable if this block reduced to five storeys.

Scheme layout

- The panel supports the splitting of the development into two primary blocks that are linked by a central entrance element, which also provides access to the courtyard space.
- Passive surveillance of the entrance area will be achieved from the flats located at first floor; controlled access through an entry phone system will also improve security.
- As stated above, the panel is not convinced by the option of placing two houses on the northern part of the site, as this radically reduces the size of the communal space. However, consultation with local residents could identify alternative approaches to the northern part of the development that might make up the space lost.
- The panel questions whether the ground-level private amenity spaces onto Seven Sisters Road will be underused due to their proximity to a busy road. Consideration could be given to options to 'flip' the layout of the units, to provide individual entrances onto Seven Sisters Road and private amenity space onto the courtyard.
- The panel feels the anticipated numbers of children resident within the scheme will potentially bring challenges. In particular, it suggests that both buildings should have lifts as there are large family units on the first floor of the smaller block.

Architectural expression

- The architectural expression would benefit from a lighter approach, to avoid the development appearing too solid and monolithic.

- The panel would encourage further consideration of the material palette for the development. Warmer colours – for example soft reds, pinks and creams – would link well with adjacent dwellings within Kerswell Close. The inclusion of horizontal banding within the façades could also be successful.
- The softening / chamfering of the building corners at the central entrance area works well.
- The panel understands that design development on the exterior is ongoing. It notes that the elevations of the blocks appear to be predominantly brickwork. However, the deep solid balcony enclosures obscure the detail, interest and texture of the fenestration. Further consideration of the perceived proportions of brickwork to glazing within the building frontages would be encouraged.
- The panel feels that each elevation should respond to its specific context; for example, the façades may be more 'defensive' onto the main roads, but more 'open' onto the quieter interior of the site.

Design for inclusion, sustainability and healthy neighbourhoods

- The panel welcomes the emphasis on dual aspect homes. However, it notes that some of the flats are quite deep and it would encourage daylight analysis to check whether there will be adequate light levels within the accommodation.
- Issues of noise and ventilation are also important; the panel notes that the façades look the same, and do not respond to the differing requirements of their orientation or proximity to noise from major roads and the railway. The panel feels that the design of the façades, including window sizes and means of ventilation, should be optimised.
- The north elevation will not be well sunlit, so specification of darker brickwork may result in less light penetration to the routes and spaces to the immediate north of the buildings. In addition, darker colours absorb more heat which will contribute to the urban heat island effect and consequently the panel would like to see the potential use of lighter coloured materials explored.
- It would also encourage the use of timber within the construction process.
- As design work progresses, consideration should be given to the issues around embodied carbon and the form factor. Careful detailed design, to minimise energy loss and to reduce condensation, is required, especially with regard to the inset balconies.
- Biodiverse green roofs with PVs would help to balance out the loss of green space on site.

Next steps

- The panel highlights a number of points for consideration by the project team, in consultation with Haringey officers.
- It would welcome the opportunity to consider the scheme at a further chair's review.
- It also offers a focused chair's review specifically on the approach to low carbon design and environmental sustainability.