

## **Pre-Application Briefing to Committee**

### **1. DETAILS OF THE DEVELOPMENT**

**Reference No:** PPA/2021/0018

**Ward:** St Anns

**Address:** St Anns General Hospital St Anns Road N15 3TH

**Proposal:** Hybrid planning application for the re-development of part of the St Ann's Hospital site to provide a new residential neighbourhood of circa 995 new homes including 60% affordable housing in buildings up to nine storeys in height, 2,400sqm of non-residential uses (including refurbishment of existing buildings), landscaping and public realm improvements, 160 parking spaces and cycle parking.

**Applicant:** Catalyst Housing Limited

**Agent:** Lambert Smith Hampton

**Ownership:** Greater London Authority

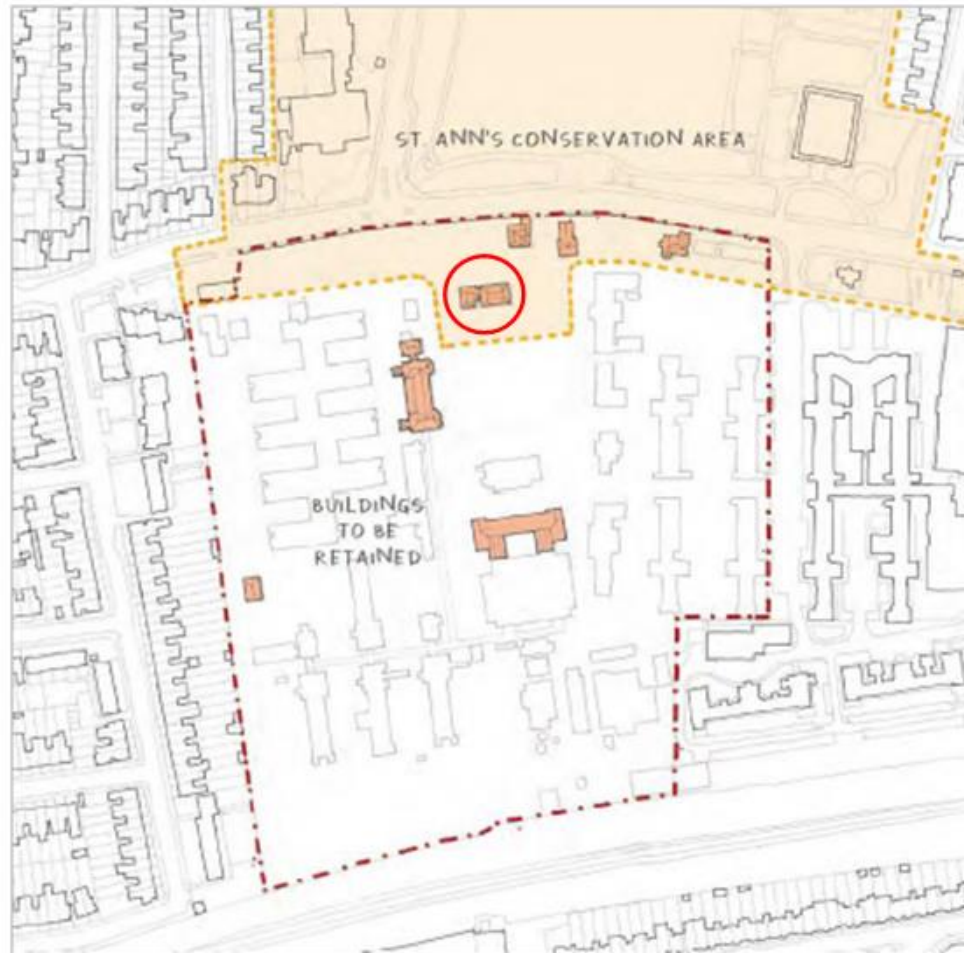
**Case Officer Contact:** Christopher Smith

### **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 hybrid 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 the planning application, once received, would be presented to the Planning Sub-Committee in July 2022. The applicant has engaged in pre-application discussions with Council Planning Officers and the Greater London Authority planning service over recent months.

### **3. SITE AND SURROUNDINGS**

- 3.1. St Ann's Hospital is a Victorian-era former fever hospital which is bordered by St Ann's Road to the north, Hermitage Road to the east, residential properties on Warwick Gardens to the west and a railway line to the south. The application site covers approximately two-thirds of the hospital land. Consolidated medical facilities would be retained on the remaining third of the hospital site to the east.



- 3.2. The northern part of the site is located within the St Ann's Conservation Area. The site does not contain any listed buildings. The Mayfield House building (circled above) is locally listed and there are other non-designated buildings of historic interest on the site (those shaded above would be retained). There are other heritage assets within a short walk of the site including the Grade II\* Listed St Ann's Church to the north-east.
- 3.3. The hospital land is designated as Site Allocation SA28 which identifies the site for residential development, consolidated medical activities and town centre uses.
- 3.4. The site is designated as an Area of Change and a Critical Drainage Area. The southern end of the site is a Site of Importance for Nature Conservation (SINC), and an Ecological Corridor and is also covered by a Woodland Tree Protection Order.

#### **4. PROPOSED DEVELOPMENT**

- 4.1. The proposal is for the demolition of most buildings on site and provision of circa 995 dwellings in buildings of between three and nine storeys in height. A

minimum of 60% of the residential units will be affordable housing. 60% of the affordable housing units would be for London Affordable Rent. 16% of all homes would have three or four bedrooms.

- 4.2. The hybrid application would be for a four-phase development. Phase 1A (detailed proposals) is formed of Plots A-D, which includes terraced housing and 38 'sheltered accommodation' units, the expansion of the Peace Garden and all works to retained historic buildings. Phases 1B to 3 would be in outline only at this stage.



- 4.3. The locally listed Mayfield House and other historic buildings on the site, including the existing water tower, would be retained, refurbished and reused for non-residential purposes. New non-residential space would also be provided creating a total of 1,900sqm of affordable workspace and 500sqm of other commercial space across the site including medical, retail and café facilities.
- 4.4. The development would expand the existing Peace Garden to provide a comprehensive green space in the centre of the site. A connection through the site providing a link from St Ann's Road through to Warwick Gardens would also be facilitated as required by the site allocation.

- 4.5. The scheme would also include 160 car parking spaces, London Plan compliant cycle parking, widespread landscaping and public realm improvements on St Ann's Road.

## **5. PLANNING HISTORY**

- 5.1. The site has an extensive planning history relating to its historic use as a hospital. In 2015 a hybrid planning application (reference HGY/2014/1691) covering the whole of the former hospital site for the development of circa 456 residential units and commercial facilities was granted planning permission. That permission has not been implemented and has now expired.

## **6. CONSULTATIONS**

### **6.1. Public Consultation**

- 6.2. A Development Management Forum is scheduled for 23<sup>rd</sup> March 2022.
- 6.3. The applicant has undertaken its own public consultations. Comments received during these consultations will be summarised as part of the planning application and taken into account in the design of the final development design.

### **6.4. Quality Review Panel**

- 6.5. Earlier versions of the proposal have been assessed by the Quality Review Panel (QRP) on 7<sup>th</sup> July, 13<sup>th</sup> October and 8<sup>th</sup> December 2021. The QRP's report from the latest review is attached as **Appendix 1**.
- 6.6. The Panel strongly supports the overall high-quality of the development, its high level of affordable housing, generous open and courtyard spaces and extensive amount of tree protection. The Panel also notes that the building heights are supported subject to further design work and the retention of the historic buildings would add to the distinctiveness of the development.
- 6.7. The applicant is undertaking further design work to ensure that the detailed design of the buildings and their relationship with adjacent public spaces is of a very high standard. The Panel also notes that the uses proposed within the existing buildings should be carefully considered. A detailed analysis of the non-residential strategy is expected to be provided to the Council in due course.
- 6.8. The submission of a full planning application is anticipated at the end of April 2022.

## **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. Site Allocation SA28 of the Site Allocations DPD identifies the site for residential development, town centre uses and consolidated medical facilities. The proposed development would meet these requirements by providing a mixed-use development including town centre uses. Medical facilities would be retained on the part of the wider site allocation for the former hospital that is not part of this application.
- 7.4. The quantum of residential units proposed would make a substantial contribution (circa 995 homes) to the Council's housing target which is 1,592 dwellings per annum and is supported by policy.
- 7.5. *Masterplanning and Phasing*
- 7.6. The masterplan and phasing proposals for the application site are well-expressed and logical. The siting of a large amenity area at the centre of the site, framed by the retained historic and new residential buildings is supported. Further information will be needed on submission of a full application that demonstrates how the remainder of the site allocation, i.e. the retained hospital uses, and adjacent allocated sites (i.e. SA30 – Arena Design Centre – to the south) could be redeveloped in the future in a manner that does not prejudice any site allocation objectives or requirements.
- 7.7. The sheltered accommodation, the expanded Peace Garden and the restoration and activation of the retained buildings would be provided within the first Phase 1A. The connection to Warwick Gardens would be provided in Phase 1B. It is expected that work would commence on the final phase before the end of 2026. The parameters of the development within Phases 1B to 3 would be set by the outline part of the hybrid planning application. The design quality of the latter phases would be secured through a design code.
- 7.8. *Taller Buildings*
- 7.9. The Development Management DPD defines tall buildings as those of ten storeys or greater and this development would not include any buildings above nine storeys in height. However some buildings would be defined by The Local Plan as 'Taller Buildings'; two to three storeys higher than the prevailing surrounding building heights. Policy DM6 of the Development Management DPD states that proposals for taller buildings must be justified in urban design terms, should be of a high standard of architectural quality and supported by high quality public

realm, should preserve important local views and should conserve and enhance local heritage assets and their setting.

- 7.10. The London Plan takes a different approach and defines tall buildings as over 6 storeys or 18 metres measured from ground to the floor level of the uppermost storey. The proposals therefore need to comply with D 9 which requires detailed analysis of the visual, functional, environmental impacts.
- 7.11. Buildings of between three and nine storeys are proposed. The site allocation's development guidelines state that heights adjoining properties on Warwick Gardens should be reduced to respect the amenity of neighbouring properties. The lower height buildings would be positioned towards the eastern, western and northern site boundaries with the tallest nine storey blocks to the centre and south of the site. The taller buildings are set around a large amenity area, are well-spaced from each other and are positioned adjacent to landscaped civic spaces. They would be located away from existing residential properties and the St Ann's Conservation Area to minimise their impact on these areas.
- 7.12. The development would be located within the designated Locally Significant View corridors nos. 1 (Alexandra Palace to Central London), 26 (Quernmore Road to Seven Sisters/Hale Village) and 36 (St Ann's Church to St Ann's Road). The applicant has undertaken a detailed analysis of these views and it is expected that the development would not have a significant impact on the composition of these views.
- 7.13. As such, the provision of taller buildings on this site is supported in principle, subject to their final detailed design being of a high-quality and subject to further detailed analysis of their impact on residential amenity.
- 7.14. *Character, Appearance and Heritage Impact*
- 7.15. The buildings would be of an appropriate scale and massing and a high-quality contemporary design. They would be finished with a robust palette of yellow, light red and dark red brick materials that would provide a distinctive new mixed-use neighbourhood in this area.
- 7.16. The northern part of the application site is located within the St Ann's Conservation Area. Mayfield House is a locally listed building. There are no other locally listed or listed buildings on or immediately adjacent to the application site though the Grade II\* Listed St Ann's Church is a short walk away to the east.
- 7.17. Non-designated heritage buildings on the site would be retained and refurbished to retain the historic character of the original hospital. Within the existing hospital boundary wall on the northern side of the site new pedestrian and vehicle access points, and window-like openings that increase the visual permeability of this long boundary wall, would be provided.

7.18. The alterations to the existing heritage assets and design of the new buildings would be designed to preserve and enhance the local heritage assets. Discussions are ongoing to ensure that local heritage character is fully respected.

7.19. *Affordable Housing and Housing Mix*

7.20. The development would provide a minimum of 60% affordable housing. 60% of the affordable housing (36% of the total number of homes) would be for London Affordable Rent (LAR). The Council has an option to purchase 50% of the LAR homes.

7.21. The remaining affordable housing would be provided as London Living Rent (20%) and Shared Ownership (20%). 38 of the units within the first phase of development would provide 'sheltered accommodation' for Haringey residents. 56 dwellings will be made available for purchase by a community land trust. The NHS Trust will have nomination rights over 22 of the London Living Rent homes. The development would take a tenure-blind approach to providing the new housing.

7.22. 16% of the total number of proposed dwellings would have three or four bedrooms.

7.23. *Landscaping and Public Realm*

7.24. The site allocation requires new open space to be provided on the site which complements the nearby Chestnuts Park. The new neighbourhood created by this development would be set in a high-quality landscaped setting. The existing Peace Garden would be substantially expanded. The development layout has been designed to enable the retention of as many trees as possible and a large number of new trees and plants would be planted to enhance public spaces, key routes and internal courtyard areas.

7.25. The site allocation requires the areas of the SINC in the south of the site to be enhanced through any redevelopment. The ecological zone to the south of the site would be protected, extended and enhanced by the proposed development. The development is expected to have an urban greening factor in excess of the required 0.4 threshold as well as a significant net gain in biodiversity.

7.26. The development would connect to existing streets through the creation of new entrances onto St Ann's Road and the provision of a pedestrian and cycle route through the site to connect with Warwick Gardens in the south-west corner of the site. This improved connectivity towards Green Lanes is a requirement of Site Allocation SA28 which also states the new connection should not adversely impact the occupants of the residential block at the southern end of Warwick Gardens.

7.27. Public realm improvements are proposed on St Ann's Road which would connect this new landscaped neighbourhood to Chestnuts Park and improve the pedestrian and highway environment to the north of the site.

7.28. *Amenity of Nearby Residents*

7.29. The site allocation's development guidelines state that heights adjoining properties on Warwick Gardens should be reduced to respect the amenity of neighbouring properties. The development layout includes terraced houses on the western side of the site which would minimise the impact of the new development on existing residents on Warwick Gardens. Taller buildings would be sited far enough away from those existing residential properties so that any overlooking would be minimised. As such, no adverse impact on the amenity of neighbouring residents is anticipated.



7.30. *Sustainability*

7.31. Site Allocation SA28 states that this site has the potential to connect to a decentralised energy network, and that proposals should reference the Council's latest decentralised energy masterplan and the site's potential role in delivering a network within the local area. Policy DM22 of the Development Management DPD states that all development proposals should prioritise connection to planning future district energy networks.

The applicant has undertaken an energy strategy options appraisal and determined that the development's energy needs, and a carbon reduction of greater than 80%, can be secured through the provision of air source heat pumps. Whilst this level of carbon reduction is welcomed in principle, the St Ann's Hospital site is in a key location with respect to connecting to the Council's



proposed District Energy Network (DEN) and to those of adjacent boroughs to the south.

7.32. As such, the Council expects that the scheme is designed to accommodate a connection to the DEN in the first instance unless it is clearly demonstrated that the strategic benefits of connecting to the DEN are outweighed by other benefits. Discussions on this matter are ongoing.

7.33. *Transportation and Parking*

7.34. The site currently has good public transport connections (PTAL of 2/3) including to the local bus network and Harringay Green Lanes station and this connectivity would improve once the new walking and cycling access point is provided in the south-west corner of the site. Policy DM32 of the Development Management DPD supports development with limited car parking in areas where the future public transport connectivity is of PTAL 4 or greater.

7.35. 160 car parking spaces are proposed to be provided within the new streets throughout the site. This is a ratio of 0.17 car parking spaces per dwelling. This level of parking is supported in principle by Transport for London. 3% disabled parking spaces will be required. All residential car parking spaces should have active or passive electric vehicle charging in accordance with the requirements of the London Plan. Discussions on the exact level of parking provision are ongoing.

7.36. Cycle parking provision will be compliant with the requirements of the London Plan.

7.37. *Community Infrastructure Levy (CIL)/Section 106*

7.38. The development will be liable to pay CIL based on the amount of floorspace provided (noting that affordable housing is likely to be eligible for Social Housing Relief).

7.39. The Council is in the early stages of discussions with the applicant on the Section 106 planning obligations required from this development. This is likely to secure the proposed affordable housing, public realm improvements and sustainable transport measures, as well as other obligations required by the Council's Section 106 SPD and any other mitigation requirements of this development. Discussions are ongoing.

**PLANS AND IMAGES**

Existing Site Plan



Proposed Landscaping Plan



Proposed Layout Plan (Detailed Element of Proposal Within Dotted Red Line)



View of Plot D from Adjacent Public Courtyard



View of Block C from North of Extended Peace Garden



View of New Houses (Plot A) and Block C from St Ann's Road



## APPENDIX 1

**CONFIDENTIAL**



### **Haringey Quality Review Panel**

**Report of Formal Review Meeting: St Ann's Hospital**

Wednesday 8 December 2021

Karakusevic Carson Architects, Studio 501, 37 Cremer St, London E2 8HD

#### **Panel**

Peter Studdert (chair)  
Martha Alker  
Phyllida Mills  
Andy Puncher  
Craig Robertson

#### **Attendees**

John McRory	London Borough of Haringey
Richard Truscott	London Borough of Haringey
Chris 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

#### **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**

St Ann's Hospital, St Ann's Road, London N15 3TH

**2. Presenting team**

Paul Karakusevic	Karakusevic Carson Architects
Rachael Barker	Karakusevic Carson Architects
Maurizio Biadene	Karakusevic Carson Architects
Ed Blackett	Karakusevic Carson Architects
Robert Reeds	Lambert Smith Hampton
Chris Struthers	Catalyst Housing Limited
David Wakeford	Catalyst Housing Limited
Jess Watts	Catalyst Housing Limited
Ross Williams	Hill Group
Graeme Sutherland	Adams and Sutherland
Lucy Victor	Bioregional
Ed Josey	Markides Limited
Amber Fahey	xco2
Louise Fitzgerald	The Environment Partnership

**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**

St Ann's Hospital is a Victorian-era former fever hospital, bordered on the southern side by St Ann's Road, and by Hermitage Road (east), Warwick Gardens (west) and the Gospel Oak to Barking London Overground train line (south). To the north of the site, across St Ann's Road, is Chestnuts Park. The hospital land is designated as Site Allocation SA28, which identifies the site for residential development, consolidated medical activities and town centre uses. The application site covers approximately two-thirds of the hospital site, with the remaining land to the east being retained for medical purposes. A previous consent was given in 2015 (planning reference HGY/2014/1691) for approximately 450 residential units and commercial uses. This permission has not been implemented and has now expired.

The site currently has a maximum PTAL of 2. The northern part of the site is located within the St Ann's Conservation Area; while the site does not contain any listed buildings, Mayfield House in the northern part of the site is locally-listed and there are other non-designated buildings of historic interest on the site. The Grade II\* Listed St Ann's Church is within a short walk of the site. The site is designated as an Area of Change and a Critical Drainage Area. The south of the site includes a Site of

Importance for Nature Conservation and Ecological Corridor and is also covered by woodland Tree Preservation Orders.

The emerging proposals are for a highly-landscaped residential development of around 975 dwellings in buildings of between three and nine storeys. A new pedestrian and cycle link would connect the south-western corner of the site to Warwick Gardens (and onto Green Lanes). A connection under the railway to the south will also be provided or safeguarded.

This is the third panel review and the design development is well-advanced. Officers seek the panel's views on the design of the housing and boundary treatment on the eastern side of the site, architectural treatments and articulation, car and cycle parking provision, heritage, non-residential strategy, energy/sustainability, drainage, ecology, servicing and phasing.

## **5. Quality Review Panel's views**

### *Summary*

The Quality Review Panel welcomes the opportunity to review the proposals for development at St Ann's Hospital as they continue to evolve. It commends the thorough presentation and thinks that the proposals promise a high quality of development.

The panel supports the aspirations of the scheme and welcomes the commitment to deliver a high level of affordable housing, alongside generous open spaces and courtyards. The wider site strategy is generally moving in the right direction, and the panel is pleased by the ambition to retain a good proportion of trees within the site, and how this has informed the design process. The retained buildings have the potential to significantly contribute to the character and distinctiveness of the scheme, and the panel highlights that it will be important to get the right uses within these existing buildings.

As design work continues, the panel would encourage further exploration and testing of options for the design of building D3 (nine storeys), in addition to the landscape design of the Spotted Thorn space. Further details on the panel's views are provided below.

### *Masterplan*

- The panel thinks that the diagonal path crossing the site is much improved and has greater clarity and legibility.
- On the southern boundary of the site, the central gap between the buildings seems more generous than the other gaps between the other adjacent buildings. The panel wondered whether this additional space could be given to the opening at the southwest of the site at the junction with the proposed

pedestrian link beyond the site. Greater generosity in this link could enable better visual permeability through – and beyond – the site.

- The panel notes that the distance from the buildings to the eastern boundary of the site has increased to seven metres. It considers this to be the bare minimum of what is acceptable, if the design and details of the edge treatments and boundary walls are pinned down very carefully, to protect the amenity of the residents in the new blocks in terms of noise and streetlights.
- However, it feels that nine metres to the boundary would be preferable, as this would set the standard of 18m between buildings either side of the boundary if the hospital were to undergo further redevelopment in the future.

### *Massing and development density*

- Nine storeys could be acceptable for the tallest building (D3) if further work to improve the modelling, proportion and visual presence of the block is undertaken. This work should include exploration of the re-orientation of the building through 90 degrees to locate the narrower façade onto the Peace Garden.
- In addition, a more generous plinth, to avoid the full nine storey façade meeting the ground at the primary frontage, would provide a more human-scale to the public realm.
- A lighter, more sculptural approach to the top of the building should also be considered; options include removing the roofs from the upper-most balconies.
- While the five storey shoulder on the buildings within Plot C works well, options should be explored to visually reinforce it, perhaps through re-orientating the bulk of the seven storey section of building.

### *Place-making, circulation and landscape design*

- The panel welcomes the generosity of open space within the proposals and thinks that these will work well. The views through the development and across the Peace Garden to the administration building will significantly contribute to the character and distinctiveness of the place.
- Ensuring that the different spaces within the site are well-articulated and human-scaled will be very important. Reinforcing the approach to primary entrances of key buildings within the landscape design will help to improve legibility.
- The panel would like to know more about some of the secondary spaces within the site, for example the smaller demarcated areas within and adjacent to the Spotted Thorn space. It will be important to clearly define these different areas, and create appropriate boundary conditions for them, to avoid the



perception of gaps in the landscape. Establishing strong relationships between the character of the interior courtyards and the spaces adjacent to them would also be welcomed.

- The gates into the courtyard spaces appear very large, and the panel feel that greater clarity is needed as to whether the courtyards are the main entrance to each block or intended to be private and secluded; the design and location of the building entrances should respond to the primary approach within the landscape.
- The planters adjacent to building perimeters will play a very important role in achieving privacy for the ground floor corner units and they need to be large enough and deep enough for planting of sufficient scale to deliver adequate screening. The requirements for screening might be different at other façade locations; it will be very important to get this right as it will make a significant contribution to the overall streetscape.
- As there is a high level of affordable housing proposed, the panel has concerns that there will be a significant number of residents who may need vehicles for work. Further thought needs to be given to where these residents will park, and how this will be managed.

#### *Scheme layout and architectural expression*

- The architectural language and materiality across the site are generally working well, and the level of care and thought within the evolving elevations is apparent. The palette of tones from buff to light red and dark red is supported. While the brick themes for building D3 (nine storeys) are successful, the opportunity exists to reinforce its architectural expression, to articulate the entrance further, and introduce more depth, detail and contrast to the elevational treatment overall, to better reflect the character of the area.
- The approach to the housing backing on to St Ann's Road is appropriate, as the gables reflect the form of gatehouses and are an attractive feature, although this is more convincing in the images rather than on the model.
- The retained brick walls backing onto St Ann's Road provide a strong edge to the development. Further design development in three dimensions could also help to articulate the rear and gable ends of the housing.
- Further clarity is required concerning the servicing requirements for the retained buildings, as there may need to be internal space allocated for plant.
- There may also need to be further consideration of any specific detailed design requirements of the different uses located within the retained buildings. For example, nurseries require a secure (and visually impermeable) boundary around external spaces, which limits the level of visual 'activity' within the frontage.

## *Inclusive and sustainable design*

- The panel notes that, as the delivery of the different phases of the development will take six to seven years, the embodied carbon target of <950 kgCO<sub>2</sub>e/m<sup>2</sup> is inadequate. It would encourage the project team to work towards the targets established in the RIBA 2030 Climate Challenge (<625 kgCO<sub>2</sub>e/m<sup>2</sup>), especially in the later phases of the development.
- Visiting the site illustrates the scale of the demolition work to be undertaken; the panel welcomes the aspirations for reusing elements, alongside the audits and sketches that have been undertaken so far. It would like to know more about this at a detailed level and is keen to see the ambitions for sustainable design and embodied carbon carried through the design process.

## *Next steps*

- The panel would welcome a further opportunity to review the proposals, perhaps at a chair's review. They highlight a number of action points for consideration by the design team, in consultation with Haringey officers.
- It also offers a focused chair's review specifically on the approach to low carbon design and environmental sustainability, if required.