

1. DETAILS OF THE DEVELOPMENT

Reference No: PPA/2021/0018

Ward: Hermitage & Gardens

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, 167 parking spaces and cycle parking.

Applicant: Catalyst Housing Limited

Agent: Lambert Smith Hampton

Ownership: Greater London Authority

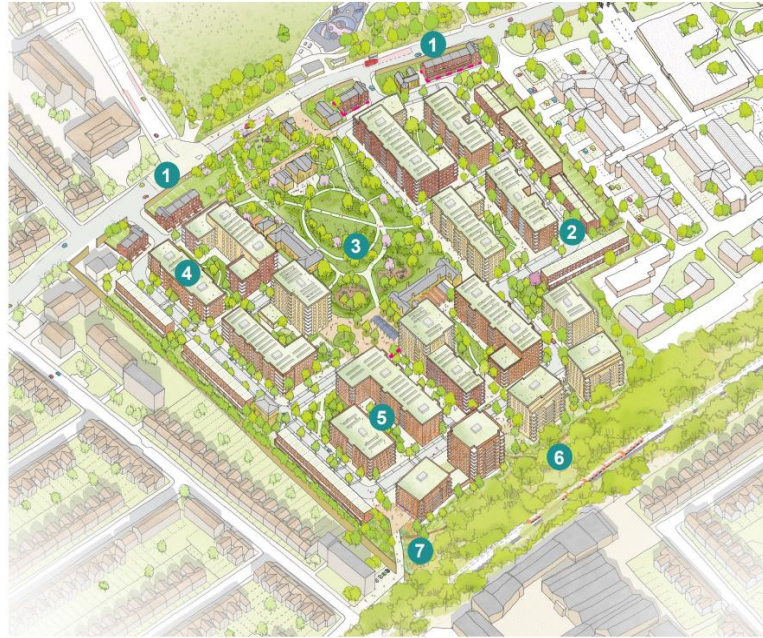
Case Officer Contact: Christopher Smith

2. BACKGROUND

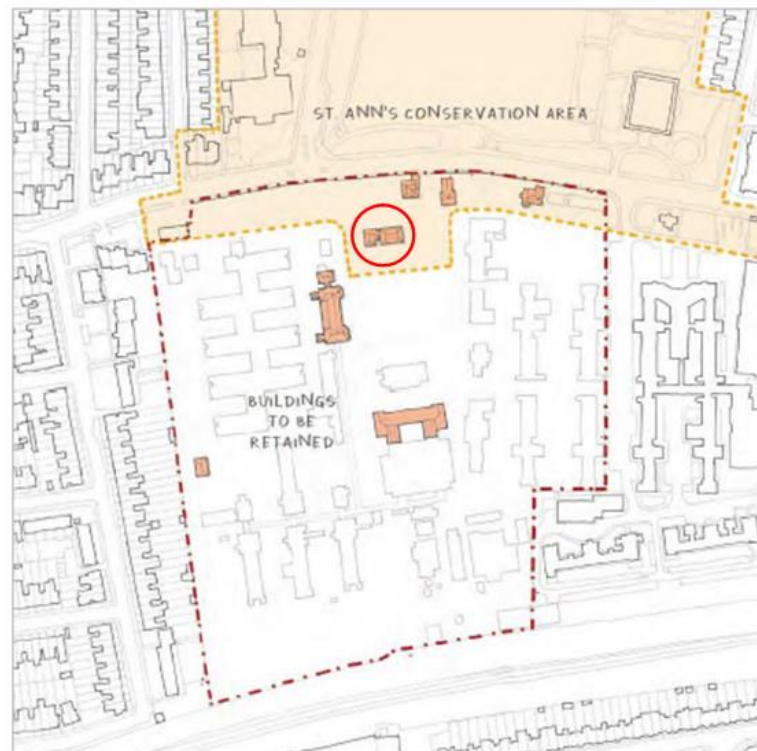
- 2.1. The proposed development is being reported to the Planning Sub-Committee to enable members to view it ahead of the submission of a hybrid planning application. Any comments made now are of a provisional nature only and will not prejudice the final outcome of any formally submitted planning application.
- 2.2. It is anticipated that the planning application, once received, would be presented to the Planning Sub-Committee in September 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. Medical facilities would be retained and consolidated 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 below) is locally listed and there are other non-designated buildings of historic interest on the site (those shaded in the image below 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 existing 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 new dwellings in buildings of between three and nine storeys in height. A minimum of 60% of the residential units will be affordable (by habitable room and by unit) and 60% of all affordable housing units would be provided at London Affordable Rent levels. 16% of all homes would have three or more bedrooms.
- 4.2. The hybrid application would be for a four-phase development. Phase 1A (detailed proposals) is formed of Plots A-D and would include terraced housing, 38 'sheltered accommodation' units for older adults, the expansion of the Peace Garden and all works to retained historic buildings. Phases 1B to 3 would be submitted for outline permission 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 approximately 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, cycle parking compliant with the London Plan, 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 was not implemented and has now expired.

6. CONSULTATIONS

6.1. Public Consultation

- 6.2. The applicant has undertaken its own public consultations during the pre-application process. Comments received during these consultations will be summarised as part of the planning application and taken into account in the final design of the development proposal.

6.3. Quality Review Panel

- 6.4. Earlier versions of the proposal have been assessed by the Quality Review Panel (QRP) on 7th July 2021, 13th October 2021, 8th December 2021 and on 6th April 2022. The report from the latest QRP Chair's Review is attached as **Appendix 1**.
- 6.5. The Panel strongly supports the overall high-quality of the development proposal. The detailed design of Phase 1A in particular is strongly supported in terms of its architectural quality and articulation. The scale and detailed design of the low-rise housing fronting onto St Ann's Road is also supported. The Panel states that the high-quality design of Phase 1A sets a high standard for the design of future phases of the development.

- 6.6. Earlier QRP reviews also supported the development proposal's high level of affordable housing, generous open and courtyard spaces and extensive amount of tree protection. The layout and heights of buildings is supported and the retention of the historic buildings on the site would add to the distinctiveness of the development. The Panel also noted 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.
- 6.7. The submission of a full planning application is expected at the end of May 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 and consolidated on the eastern part of the site allocation, which is not part of proposed application site.
- 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 buildings and new residential development 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. In the south-western corner of the site a connection through to Warwick Gardens would be provided, also within Phase 1A. 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 greater than nine storeys in height. 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 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 D9 which requires detailed analysis of the visual, functional, environmental impacts.
- 7.11. The proposed buildings would be between three and nine storeys in height. The site allocation's development guidelines state that building heights closest to 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.

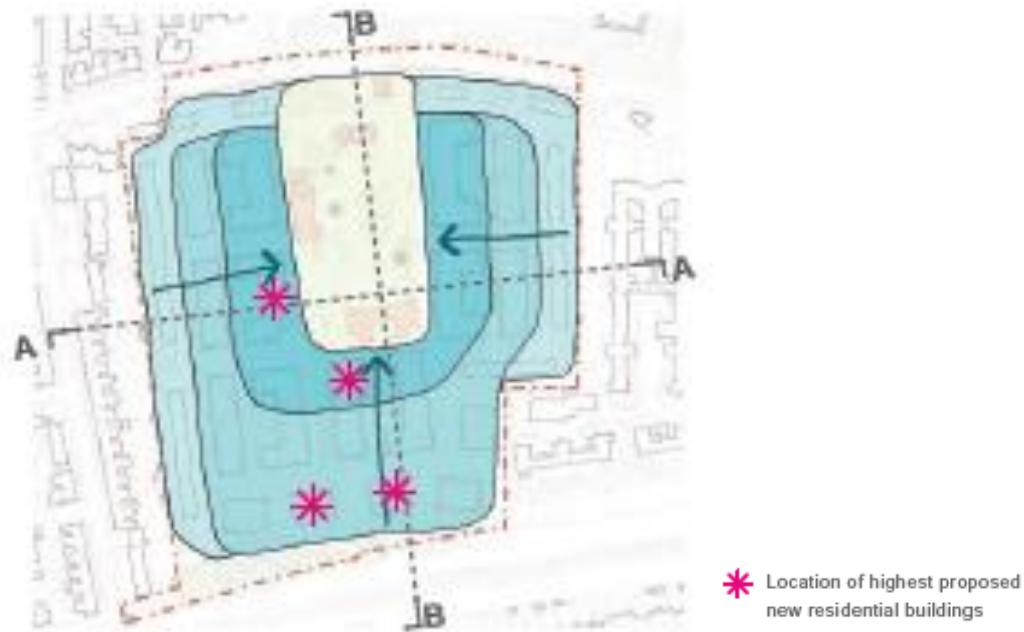
- 7.16. The northern part of the application site is located within the St Ann's Conservation Area. Mayfield House is a locally listed building. There are no other locally listed or listed buildings on or immediately adjacent to the application site though the Grade II* Listed St Ann's Church is a short walk away to the east.
- 7.17. Non-designated heritage buildings on the site would be retained and refurbished which would retain part of the historic character of the original hospital. The existing hospital boundary wall on the northern side of the site would be adapted to include new pedestrian and vehicle access points and window-like openings to increase the visual permeability of this long boundary wall.



- 7.18. The design of the alterations and extensions to the existing buildings and the design of the new buildings would preserve and enhance local heritage assets.
- 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 properties (18% of the total number of 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 many new trees and plants would be planted to enhance public spaces, key routes and internal courtyard areas.
- 7.25. The site allocation requires the designated Site of Importance for Nature Conservation (SINC) towards the southern side of the site to be enhanced through any redevelopment. This ecological zone 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. 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 or impacts on day/sunlight levels 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 also states 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.

7.32. 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.

7.33. 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.

7.34. *Transportation and Parking*

- 7.35. 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.
- 7.36. 167 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 provided initially with 10% potentially available for use in the future if needed. All residential car parking spaces should have active or passive electric vehicle charging in accordance with the requirements of the London Plan.
- 7.37. Cycle parking provision will be compliant with the requirements of the London Plan.
- 7.38. *Community Infrastructure Levy (CIL)/Section 106*
- 7.39. 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).
- 7.40. 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



Haringey Quality Review Panel

Report of Chair's Review: St Ann's Hospital

Wednesday 6 April 2022

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

Panel

Peter Studdert (chair)

Andy Puncher

Attendees

Richard Truscott	London Borough of Haringey
Chris Smith	London Borough of Haringey
Kate Trant	Frame Projects
Joe Brennan	Frame Projects

Apologies / copied to

Philip Elliot	London Borough of Haringey
Suzanne Kimman	London Borough of Haringey
Rob Krzyszowski	London Borough of Haringey
Robbie McNaugher	London Borough of Haringey
John McRory	London Borough of Haringey
Elizabetta Tonazzi	London Borough of Haringey
Deborah Denner	Frame Projects

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1. Project name and site address

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

2. Presenting team

Maurizio Biadene	Karakusevic Carson Architects
Rachel Parker	Karakusevic Carson Architects
Graeme Sutherland	Adams and Sutherland Landscape Architects
Rob Reeds	Lambert Smith Hampton
Jess Watts	Catalyst

3. Planning authority briefing

St Ann's Hospital is a Victorian-era former fever hospital located on the southern side of St Ann's Road and bordered on its remaining sides by Hermitage Road (east), the residential properties of 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 site currently has a maximum public transport accessibility level of two.

The northern part of the site is located within the St Ann's conservation area. The Mayfield House building within the conservation area is locally listed. Other heritage assets are located within a short walk of the site including the grade II* listed St Ann's Church.

The hospital 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 an ecological corridor and is also covered by a woodland tree preservation order.

The scheme presented at this meeting covers approximately two-thirds of the hospital site with the remaining land to the east being retained for medical purposes. The hospital site received hybrid planning permission in 2015 (ref. HGY/2014/1691) for approximately 450 residential units and commercial uses. This permission has not been implemented and has now expired.

The emerging proposals are for a highly landscaped development of 995 residential dwellings in buildings of between three and nine storeys in height, commercial and community uses, retention of existing historic buildings, new public realm and green space, new routes into and through the site, and car and cycle parking. The development would be delivered in multiple phases through a hybrid planning application and subsequent reserved matters applications and would be supported by a site-wide masterplan.

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4. Quality Review Panel's views

Summary

The panel warmly welcomes the response to its comments at the previous reviews and supports the improvements made to the scheme, commenting that the treatment of the retained wall is particularly successful.

The panel is pleased to see the quality of the proposals, which will act as the baseline for the development of the rest of the site. It stresses the importance of ensuring that the use of high-quality materials as presented is secured through the planning process in order that any subsequent value engineering does not impact negatively on the scheme.

The revisions made to block D3 are contributing positively to the building's architectural quality. The articulation of the corners is working well, and the visual relationship between D3 and D2 has been well-developed. The panel also supports the scale and detailed design of the low-rise housing on the St Ann's Road frontage.

The panel offers some comments on the detailing of the three types of entrance through the retained wall—the pedestrian and vehicular entrances, and the window openings.

These comments are expanded below.

Architecture

- Phase 1A will be the first element of the scheme for the St Ann's Hospital site to be delivered. It is therefore important that it sets the standard for the whole development, with high quality detailing and materials.
- Since the previous review, the design team has tested the design of the tallest building (D3). The panel is reassured by this work and feels that the building will have a successful relationship with the courtyard and the Peace Garden.
- The panel supports the development of the verticality of this block, with the creation of a slenderer appearance, by opening up the corner balconies, and removing the roofs of the balconies at the upper-most floors.
- The lighter, more sculptural approach to the top of the building is successful in reducing its heaviness.
- The attention paid to brickwork detailing is also welcomed, for example, where D3's elevation has a clear base, middle and top, referencing the tones of existing brickwork on the site.
- Equally, the panel enjoys the relationship between the east-facing elevations of C3 and D3 over the Peace Garden, which has been achieved through visual reinforcement of the link through the brick tones, the tops of the buildings and the architectural treatment of the top, middle and base of the elevations of both buildings.

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Low-rise housing

- The panel feels that the scale and detailed design of the low-rise housing on the St Ann's Road frontage relates well to the retained wall and the conservation area.

The retained wall

- The panel admires the further development of the retained wall, which it feels is a very successful part of the proposal, accommodating pedestrian and vehicular entrances, and window openings.
- The panel stresses the importance of the construction detailing where new openings are created in the retained wall. Submission of detailed drawings to describe these would be valuable as part of the planning application.
- The panel questions whether the pedestrian entrances may appear weak when compared to the robustness of the existing buttresses, pointing to the success of the concrete capping of the piers at the vehicle entrances, and suggests further exploration of this aspect.
- The panel has concerns about how the red precast concrete porticos that project above the pedestrian entrances will fare over time. These may not age as gracefully as brick, and the panel suggests consideration of alternative materials.

Landscape

- The panel comments that the Spotted Thorn sits well in the space between the newly orientated D3 building, the courtyard and the Peace Garden.
- It will be essential that the Spotted Thorn is well protected during the construction phase.
- Long-term management and maintenance of the courtyard areas will be essential to their success. Details of how this will be achieved should be included in the planning submission.

Next steps

The panel is confident that the project team will be able to address the points above, in consultation with Haringey officers.