

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

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

**Reference No:** PPA/2022/0017

**Ward:** Stroud Green

**Address:** Osborne Grove Nursing Home/Stroud Green Clinic, 14-16 Upper Tollington Park, London N4 3EL

**Proposal:** Demolition of the existing building and redevelopment of the Site to provide circa 70 nursing home beds, 10 nursing studios for homelessness end of life and 18 sheltered housing flats (Extra Care Flats). The development will also include a Day Centre for use of the residents and the wider community as part of a facility to promote ageing wellness.

**Applicant:** LB Haringey

**Agent:** Ingleton Wood

**Ownership:** LB Haringey

**Case Officer Contact:** Tania Skelli

### **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 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 late 2022. The applicant has engaged in pre-application discussions with Council Planning Officers over recent months.

### 3. SITE AND SURROUNDINGS



- 3.1. The site is an existing nursing home 1-2 storeys in height on the south-east side of Upper Tollington Road. The site includes a community clinic to the front of the site and outdoor spaces throughout the site.
- 3.2. Finsbury Park and the Parkland Walk are to the far north and east of the site. Stroud Green Road is the closest high street to the south-west of the site which is identified as a designated local shopping centre. The site sits on, but not within, the boundary of the Stroud Green Conservation Area, on three sides (north, east and south). There are no adjoining listed building or other heritage assets.
- 3.3. Directly to the south of the site, lie industrial buildings. A residential terrace and a row of garages abut the northern part of the site. To the east are back gardens of residential buildings. The borough's boundary with the London Borough of Islington lies less than a 100m to the west on Stroud Green Road.

### 4. PROPOSED DEVELOPMENT

- 4.1. The proposal is for the demolition of the existing care home (1,365sqm) and replacement provision with a new 3-4 storeys care home to provide a nursing home and studio units with assisted care, to comprise the following elements:
  - Nursing Home (Use Class C2) 80 Bed Unit (including 10 'End of life homelessness' accommodation units)

- Studio Units (Use Class C2/ C3) 18 Supported living units of single households under management of Care Home (temporary accommodation)
  - Day centre-for residents and the community
  - Café fronting the street frontage with public access
- 4.2. The proposal is designed to accommodate 7 different, highly sensitive user groups with supporting facilities, landscaping, an ancillary café and daycare space.
- 4.3. The breakdown of the above units is as follows:
- Nursing Beds for people with Learning Disabilities/Autism:10 Beds
  - Complex Care Nursing Needs: 10 Beds
  - Nursing Beds for people with, Dementia and/or Challenging Behaviour: 25 Beds
  - Nursing Beds for people with Physical Frailty: 15 Beds
  - Inpatient Nursing Rehabilitation:10 Beds
  - Nursing Studios for end-of-life complex homelessness: 10 Studios
  - Short Term sheltered housing for step up, step down care: 18 flats



- 4.4. The scheme would include a basement level, to accommodate cycle parking, with new landscaping and tree planting at ground level.
- 4.5. The development would comprise 8,909sqm floorspace with a ground floor footprint of approximately 2,320sqm.

## 5. PLANNING HISTORY

- 5.1. The site lies on the grounds of the historic Victorian *Osborne Grove* which was redeveloped in the 1990s to provide the current single storey health clinic building. This building has now reached the end of its productive life.



*Historic Osborne Grove and three-storey Osborne Tavern P.H on corner with Stroud Green Road*

## **6. CONSULTATIONS**

### **6.1. Public Consultation**

- 6.2. A Development Management Forum (DMF) scheduled for the 13<sup>th</sup> September, was cancelled due to the period of national mourning. Another DMF is currently being organised. The applicant has undertaken their own public engagement exercise and the feedback received will be reported verbally to members.

### **6.3. Quality Review Panel**

- 6.4. Earlier versions of the proposal have been assessed by the Quality Review Panel (QRP) on 19<sup>th</sup> January 2022 and 18<sup>th</sup> May 2022. The report from the latest QRP Review is attached as **Appendix 1**.

- 6.5. The summary of the 18<sup>th</sup> May Review is as follows:

- 6.6. *The Panel supports the overall quality, scale and massing of the development proposal. The panel was impressed by the ambition of the scheme, which will meet a significant need within the borough. The well-considered design of the internal layout and accommodation is strongly supported. The panel welcomes the refinement of the architectural detailing of the building but encourages further enhancement of the contrast within the materiality of the elevations to respond to the rich texture of the houses in the adjoining Conservation Area.*

- 6.7. *The panel supports the landscape proposals, and encourages careful consideration of the location of trees and large plants, in addition to a variety of seating types. Significant concern remains about the relationship of the front of the building to the street, in addition to the proposed loss of the existing maple tree on the frontage. The panel feels that the scheme – and the setting of the Conservation Area – would benefit from following the building line of the adjacent*



*terrace to the east, in addition to retaining the existing tree, which is visually very important.*

- 6.8. Earlier QRP reviews also supported the development proposal's ambitions, well-considered internal configuration and design. However, encouraged a more generous frontage and refined response to the constraints of the site.
- 6.9. The submission of a full planning application is expected in late 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 Use*
- 7.3. The key policies to consider in assessing this land use are Policy H12 (Supported and specialised accommodation), Policy H13 (Specialist older persons housing) of the London Plan 2021, Policy SP16 (Community facilities) of the Haringey Strategic Policies 2017 and Policy DM15 (Specialist Housing) of the Council's DM Policies DPD 2017.
- 7.4. The principle of a care home development is supported by Local Plan policies SP1 (Managing Growth), SP10 (Town Centres), SP14 (Health and Well-Being) and SP16 (Community Facilities) of the Development Management DPD.
- 7.5. Policy DM15 (Special Needs Housing) states that the Council will support proposals for new special needs housing where it can be shown that:
  - a) There is an established local need for the form of special needs housing sought having regard also to the aims and recommendations of Haringey's Housing Strategy and Older People Strategy;
  - b) The standard of housing and facilities are suitable for the intended occupiers in terms of:
    - i The provision of appropriate amenity space, parking and servicing;
    - ii The level of independence; and
    - iii Level of supervision, management and care/support;
  - c) There is a good level of accessibility to public transport, shops, services and community facilities appropriate to the needs of the intended occupiers; and
  - d) The impact of the proposed development would not be detrimental to the amenity of the local area or to local services.
- 7.6. All of the accommodation is a form of specialist housing. The design of the accommodation is being led by a design team with a wealth of previous healthcare experience and draws on dementia-friendly design guidance. The design seeks to create the types of spaces needed from a resident, visitor,

members of the public and staff point of view across the various forms of accommodation.

- 7.7. The proposed standard of housing and facilities meet the intended occupiers needs by providing appropriate amenity space within roof terraces, balconies, central courtyard and perimeter seating pockets and are assessed in more detail below. Parking and servicing is provided on site. The level of independence and care/ support for the future occupiers has been carefully considered during the design of the facility and includes a circulation method, floor arrangement, nurses stations and management plan to suit the varying specific needs of each user group in the future care home. Lastly, the impact of the proposed development on the local area and local services is considered under the amenity and transport sections below.
- 7.8. The scheme consists of predominantly C2 (care home) use with an element of C3 (conventional residential use). The level of in reach/assistance to these units will determine whether they would be considered as affordable housing or care facility.
- 7.9. The loss of the existing clinic and provision of a Day centre must be assessed against Policy DM49 (Managing the Provision and Quality of Community Infrastructure). The policy sets out that the Council will seek to protect existing social and community facilities unless a replacement facility is provided which meets the needs of the community.
- 7.10. Where a development proposal may result in the loss of a facility, evidence will be required to show that:
  - a) The facility is no longer required in its current use;
  - b) The loss would not result in a shortfall in provision of that use; and
  - c) The existing facility is not viable in its current use and there is no demand for any other suitable community use on the site.
- 7.11. The existing specialist clinic, currently occupying the single-storey building at the front of the site, will be replaced by the proposed building. The provision of a day centre provides a replacement community facility albeit addressing a different local need. The applicant advises that discussions are ongoing with the local NHS branch to provide replacement service in the locality. However, should an alternative service not be found, the applicant confirms that there is sufficient capacity across the other five adjoining boroughs (Enfield, Barnet, Haringey, Islington & Camden) to cover the needs of local residents. The application submission will need to demonstrate its compliance with Policy DM49.
- 7.12. Accordingly, the principle of the replacement use is considered acceptable, subject to details.
- 7.13. *Character, Appearance and Heritage Impact*

- 7.14. Development in conservation areas should preserve the character or appearance of the conservation area and the forthcoming planning application will be assessed according to the NPPF and Haringey Development Plan policies SP11, SP12, DM1 and DM9 would apply.
- 7.15. The northern, eastern and southern parts of the application site are located within the Stroud Green Conservation Area. There are no locally listed or listed buildings on or immediately adjacent to the application site though the Grade II Statutorily Listed Stroud Green Primary School lies to the rear of the site, on Perth Road.
- 7.16. The site is surrounded by a conservation area of consistently low-rise, two to three storey traditional buildings that as a group are positive contributors to the character of the conservation area along three sides; the Victoria Terrace to the east, along Perth Road to the south and along Stroud Green Road to the west. Both the conservation area and its immediate settings along Upper Tollington Park and Stroud Green Road are characterised by three to four storey brick buildings. The Stroud Green Conservation Area features long, well composed terraces with hipped-pitched ends, often forming prominent “bookends”.
- 7.17. The building would be of an appropriate scale and massing with high-quality contemporary design, finished with a robust palette of yellow London stock brick, stone and metal that would provide a distinctive new appearance in this area.
- 7.18. The existing gas governor at the edge of the site (single-storey small building), to its northern frontage, is retained and lies outside of the site boundaries. The proposal has been revised during the course of the pre-application process and reduced by one floor to improve the massing of the development.
- 7.19. Elevational amendments were carried out in order to ensure a lively active frontage and prominent public entrance whilst prioritising the functionality of the day centre and community café area to the front ground floor of the building. The large glazing at this level doubles as a passive surveillance tool as well as enhancing the streetscape.





*Proposed visualisation of frontage, looking towards Stroud Green Road*

- 7.20. Ceilings heights are somewhat taller than typical domestic floor to ceiling heights, in order to accommodate more servicing, a deeper structure and more fire protection and sound insulation than a domestic building.
- 7.21. Whilst the additional mass and degree of change on this site is significant in size and style, the design of the new building is considered to preserve and enhance the Conservation Area.
- 7.22. *Internal accommodation*
- 7.23. The internal layout will be assessed against the relevant internal space standards. Part M4(3) is relevant for wheelchair adaptable dwellings. The level of detail demonstrated to date for the internal layout, circulation and servicing indicates an efficient modern medical facility that is well considered for its end users and practitioners.
- 7.24. As required by Policy DM15 the design is centred on good functionality including clear and distinctive entrances, circulation space, cycle, disabled and servicing parking. Refuse storage and vehicular access will be from the west side existing entry point.
- 7.25. A generous internal courtyard is proposed for the amenity of future occupiers. This has been designed to receive good amounts of sunshine from the south-east by lowering the height of the building on the Perth Road end. The landscaping responds to the expected light levels and designed shared area appropriately.

7.26. All units aim to avoid overheating, include shading but with a good amount of glazing and cross ventilation and address minimise overlooking where necessary.

7.27. *Landscaping and Public Realm*

7.28. The proposal includes extensive tree replacement, seating pockets, sensory gardens and terraces, courtyard and perimeter landscaping as well as green roofs and street trees. The proposal would result in the removal of the existing Maple Tree and its replacement with 6 new street trees. Options to retain this tree have been considered but found to severely impact on the quantum of development provided and practically of the layout.

7.29. *Amenity of Nearby Residents*

7.30. The London Plan Policy D4 (Delivering good design) states that development must not cause unacceptable harm to the amenity of surrounding land and buildings. Haringey's Development Management DPD 2017 Policies DM1 and DM12 require that development proposals must ensure a high standard of privacy and amenity for the development's users and neighbours.

7.31. The proposal has neighbouring buildings in close proximity on all sides. To the south and east lie historic Victorian terraces. To the east lies Victoria Terrace at some 18m away, separated from the site with single-storey garages. To the south are the rear windows of the Perth Road terrace at 13m away. Another close property is at 22 Upper Tollington Park, to the front. The east of the site is bounded by businesses and garages, which raises no concerns.



*Distance between development and Victoria Terrace*

7.32. The majority of activity by future occupiers will be orientated towards the inner courtyard with external views afforded from bedrooms and communal rooms, similar to other residential uses.

- 7.33. In response, the proposal has been designed sensitively to protect the privacy of its neighbours, with angled windows, generous boundary walls and the re-provision of the vehicular and service access as existing, adjoining to the garages and business side of the site.



*Views from the SE/ Rear Perth Road towards rear of building*

#### 7.34. Sustainability

- 7.35. In accordance with the London Plan Policy SI2 all major development should be 'zero carbon' by minimising operational emissions and energy demand in accordance with the Mayor of London's energy hierarchy.
- 7.36. The applicant has undertaken an energy strategy options appraisal and determined that the development's energy needs, and a carbon reduction of greater than 67%, can be secured through the provision of air source heat pumps (ASHPs) and ground source heat pumps (GSHPs) for space heating, mechanical heating and natural ventilation alongside efficient services layout and strategies. An off-site, prefabricated construction method is proposed using pre-cast concrete walls and floors. Concrete has been chosen to maximise the buildings' thermal mass and maintain a consistent temperature, relying less on mechanical heating and cooling.
- 7.37. The proposal includes for bio-solar green roofs across all available roof areas. Solar Thermal panels will be utilized to provide onsite renewable energy generation. A summer and winter ventilation strategy is included, as well as a strategy for mitigating overheating (including *brise soleil* to the relevant

elevations). A biodiversity net-gain assessment is expected as part of the application submission, demonstrating how the replacement trees mitigate the removal of those on site, amongst other mitigation measures on site.

7.38. *Transportation and Parking*

7.39. The site currently has excellent public transport connections (PTAL of 6A) including 4 different bus services within 5 to 7 minutes walk of the site, and Finsbury Park Station a 10 minute walk away with connections to national rail and underground services. 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.

7.40. The site is also within the Finsbury Park 'C' CPZ, which has operating hours of 0830 to 1830, Monday to Saturday, along with additional restrictions in place when there are matches or events at Arsenal's Emirates Stadium.

7.41. The proposal includes 6 parking spaces (replacing 24 existing). Whilst a reduction in car parking is welcome, the additional floorspace to this nursing home will result in an uplift in transportation demand. A transportation assessment provided with the future application will need to demonstrate how this demand will be met by the development and not result in wider parking and transport network issues.

7.42. Discussions are taking place around cycle parking which will be at basement level and in accordance with the London Plan standards, delivery and servicing arrangements, refuse and recycling collections and the construction of the development. A Travel Plan will need to be provided.

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

7.44. For the purposes of CIL it is expected that the building would be treated as a care home including significant health provision which would be subject to a Nil rate for the Mayor and Haringey CIL.

7.45. 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 public realm improvements and sustainable transport measures, as well as other obligations required by the Council's Planning Obligations SPD and any other mitigation requirements of this development.

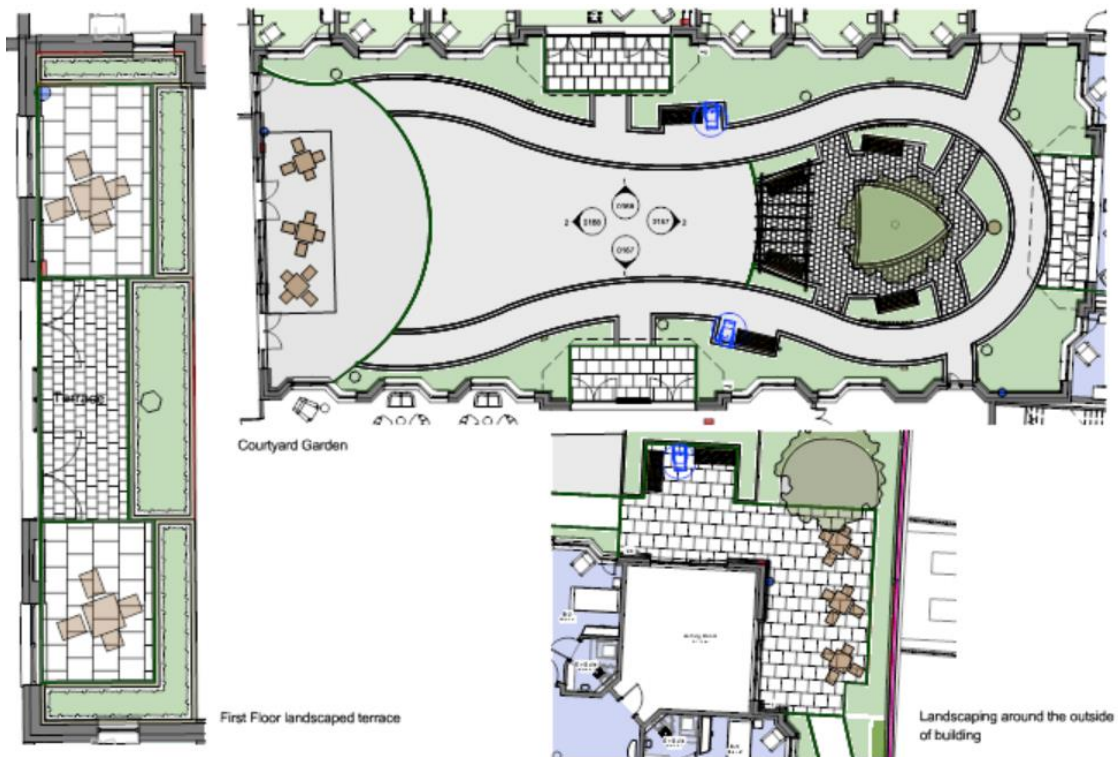


## PLANS AND IMAGES

### Existing Site Plan



### Proposed Landscaping Plan



3D view onto site and green roof



Internal courtyard





Proposed ground floor plan



### Front elevation



Entrance/ café/ Day centre arrangement





Front view towards Stroud Green Road



## Sections



① Proposed North East Internal Elevation



View from LB Islington





## APPENDIX 1

CONFIDENTIAL



### **Haringey Quality Review Panel**

Report of Chair's Review Meeting: Osborne Grove

Wednesday 18 May 2022

Osborn Grove Nursing Home, 16 Upper Tollington Park, Finsbury Park,  
London N4 3EL

### **Panel**

Peter Studdert (chair)

Marie Burns

### **Attendees**

Richard Truscott	London Borough of Haringey
Tania Skelli	London Borough of Haringey
James Mead	London Borough of Haringey
Suzanne Kimman	London Borough of Haringey
Mark Chan	London Borough of Haringey
Sarah Carmona	Frame Projects
Joe Brennan	Frame Projects

### **Apologies / report copied to**

Rob Krzyszowski	London Borough of Haringey
Robbie McNaugher	London Borough of Haringey
John McRory	London Borough of Haringey
Elisabetta Tonazzi	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**

Osborne Grove Care Home, 16 Upper Tollington Park, Stroud Green, London N4 3EL

**2. Presenting team**

Emily Snelling	London Borough of Haringey
David Lee	London Borough of Haringey
Trevor Halls	Ingleton Wood LLP
Jack Guerrier	Ingleton Wood LLP

**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 is on the south-east side of Upper Tollington Road and comprises an existing nursing home of one to two storeys, in addition to a clinic and some open space. Finsbury Park and the Parkland Walk are to the north-east of the site. Stroud Green Road is the closest high street and is a designated local shopping centre. The area is characterised as mainly residential uses; however industrial buildings are located directly to the south of the site. A residential terrace and a row of garages abut the northern part of the site, with residential rear gardens to the east. The site is surrounded by conservation areas of a consistently two to three storey traditional townscape, with good quality buildings with group value. Within the area there are also four storey buildings along Stroud Green Road, including Carter Court diagonally opposite. There are positive contributors to the character of the Conservation Area along three sides: along Victoria terrace to the east, along Perth Road to the south and along Stroud Green Road to the west.

The proposal is for the full demolition of the 32-bedroom care home and health clinic, which are to be replaced with a new, purpose built, 98-bedroom care home including 18 sheltered accommodation units. The proposal is designed to accommodate seven different, highly sensitive user groups with supporting facilities, landscaping, café and day space. An existing gas governor on site is to be retained due to logistical restrictions.

Officers seek the views of the panel on the scale and massing of the proposed development, the detailed design of the frontages and outdoor space, its potential relationship and connections with adjoining buildings, streets and potential developments, as well as its layout, including internal arrangement, amenity and access.

## 5. Quality Review Panel's views

### *Summary*

The panel is impressed by the ambition of the scheme, which has the potential to meet significant need within the Borough. It thinks that the internal accommodation is clearly well-considered and responsive to the needs of the prospective residents.

The scale and massing of the proposals is broadly acceptable, although there are some detailed concerns outlined below. The panel welcomes the work that has been undertaken in developing the detail of the architectural expression of the building but feels that some scope remains to enhance the contrast within the materiality of the elevations to respond to the rich texture of the houses in the adjoining Conservation Area. The panel supports the landscape proposals, and would encourage careful consideration of the location of trees and large plants, in addition to a variety of seating types.

Significant concern remains about the relationship of the front of the building to the street, in addition to the proposed loss of the existing maple tree on the frontage. The panel feels that the scheme – and the setting of the Conservation Area – would benefit from following the building line of the adjacent terrace to the east, in addition to retaining the existing tree, which is visually very important. The panel notes that the proposal removes a large number of existing mature and semi-mature trees from the site, and is sceptical about whether biodiversity net gain can be achieved.

Further consideration of the interface between the scheme and the adjacent terrace of houses at the rear (south eastern) boundary may be necessary following consultation with adjoining residents, although the panel considers that this is possibly a less critical issue than the frontage and may be capable of mitigation by careful design.

Further details on the panel's views are included below.

### *Scheme layout, access and integration*

- The panel commends the design team for seeking to put the needs of residents and staff at the centre of the design process, and thinks that the internal accommodation is well-considered and thoughtful.
- However, concern remains regarding the frontage of the development and its relationship to the street. In particular, the panel feels that the existing maple tree, which makes an important contribution to the setting of the adjacent Conservation Area, should be retained.
- The panel feels that the proposed building should sit more comfortably within the surrounding residential Conservation Area rather than bringing the frontage close to the back of pavement line. Consequently, the building line of



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the residential terrace along Upper Tollington Park to the east should be followed, rather than that of the commercial premises at the junction with Stroud Green Road. This would give greater generosity to the landscaped frontage and allow more space for street trees and the retention of the maple tree.

- The south eastern elevation at the rear of the site is also important, as it will sit close to the rear gardens of the neighbouring properties located along Perth Road. This will inevitably give rise to concerns about overlooking and loss of privacy, as well as having a potentially overbearing physical relationship with the gardens. While the inclusion of balconies within the scheme would be a benefit to the building's residents, it could potentially add to these problems, which will need to be resolved through consultation with the neighbouring residents.
- On balance, the panel feels that the situation to the rear of the site might be made acceptable by careful design, but it feels that pulling back the building line at the front of the development, to retain the existing maple tree and create a 'buffer' with the public realm, is of primary importance.
- While the panel acknowledges that the proposed building is situated close to the site boundaries at the north east and south west (the two long flanks of the scheme), it feels that there are no major issues or concerns along these edges of the site.
- It questions whether the ground floor bedrooms at the north eastern edge of the site will have adequate daylight and sunlight; it notes that these will have to be treated as habitable rooms, so it will be important to ensure that these meet the required standards for light.

#### *Architectural expression*

- The panel welcomes the work undertaken in developing the detail of the buildings. It feels that the architectural expression is generally successful and that the scale of the frontage is working well.
- It notes that within the adjacent Conservation Area, building elevations typically have a high level of contrast and richness in the palette of materials. The panel would encourage the design team to introduce some further contrast within the brick facades, to bring the elevations to life.

#### *Landscape design*

- The panel notes that the proposal seeks to remove all the mature and semi-mature trees from the site. Even if the single maple tree is retained on the road frontage the panel is sceptical that the development will be able to show a net gain in biodiversity. However, it welcomes the intention to add new street

trees, but notes that the design team will need to ensure that there is adequate distance between the tree pit and the building line, to ensure that good access for wheelchairs and walking frames is achieved within the pavement.

- The internal courtyard is well-considered and is likely to result in a more intimately-scaled space. The panel welcomes the drop in the roofline that will increase the penetration of sunlight into the space, and considers that the residents of the building may find shaded parts of the space more comfortable to spend time in.
- The position of trees and other elements within the internal courtyard will need to be carefully considered to enable sightlines from key parts of the building's interior into the courtyard, to ensure a good view of performances held externally.
- Different types of seating would be supported, to provide space for those with walking frames, and for those who want to talk to friends in wheelchairs.
- A detailed and well-considered lighting scheme within the internal courtyard should be developed.

#### *Environmentally sustainable design*

- The panel welcomes the level of detail concerning environmentally sustainable design that has been presented at review. As it was unable to comment in detail on this aspect of the proposals, it would encourage the design team to engage with the Council's Climate Change Officer for further examination and discussion.
- The panel understands that issues of solar gain will be mitigated through specification of solar control glass.

#### *Next steps*

- The panel highlights a number of action points for consideration by the design team, in consultation with Haringey officers.