



PLANNING BRIEF

**HORNSEY TOWN HALL
AND ASSOCIATED BUILDINGS**

December 2004

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APPENDIX 1: Summary of Public Consultation Exercise

APPENDIX 2: Responses to the 8 Questions Raised in the Questionnaire & the 2 Most Frequently Raised Questions by the Public

APPENDIX 3: Summary of Issues Raised, Responses & Recommended Changes

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I. INTRODUCTION

I.1 PURPOSE OF THE BRIEF

- I.1.1. The Council has prepared this Planning Brief to guide the future re-use and development of Hornsey Town Hall and its Associated Buildings, which are located in the heart of Crouch End, North London.
- I.1.2. The purpose of the Brief is to improve the efficiency of the planning and development process as well as improving the quality of any development. It establishes a planning framework that will be used to assess any future planning application, and provides advice on the nature of acceptable development, potential re-uses, and urban design, conservation and heritage issues.

I.2 THE VISION

- I.2.1. The Town Hall and Associated Buildings are all within the freehold ownership of the Council, with elements currently being occupied by Council staff. However, a number of elements of the buildings are currently not in active use and the majority of the buildings are surplus to the Council's future requirements.
- I.2.2. Therefore, the Council's vision for Hornsey Town Hall, its Associated Buildings and the surrounding area can be summarised as: -

'The creation of an interesting, lively focal point for Crouch End through the creation of an integrated complex of buildings, which promote a viable and vibrant mix of community, cultural, arts, leisure, business and residential uses through appropriate refurbishment and further enabling development.'

I.3 OBJECTIVES

- I.3.1. This vision is based on the following objectives: -
- The desire to restore / refurbish the Town Hall and Public Hall and enhance the character of these listed buildings.
 - The need to attract and retain employment generating uses within the area.
 - The need to improve the local environment for the benefit of the local and wider community.
 - The desire to improve the public realm at the site.
 - To encourage a mix of uses which help promote economic development and the overall enhancement of Crouch End and its Town Centre.
 - To ensure that the site is dealt with in a co-ordinated, coherent and integrated manner.
 - To ensure a viable scheme with sufficient value, to ensure that the above objectives are met.

2. ABOUT THE BRIEF

2.1. PUBLIC CONSULTATION

- 2.1.1. Haringey Council's Planning Applications Sub-committee (PASC) approved the draft Planning Brief for public consultation on 21st September 2004. Public consultation started on the 18th October and ended on the 29th November.
- 2.1.2. Following the consultation period, all responses have been assessed and where appropriate, the draft brief has been amended. The results of the public consultation exercise and the amended brief was then reported back to PASC before being presented to the Council's Executive for adoption as SPG. A detailed summary of the public consultation exercise, responses and amendments are outlined in **APPENDIX 1, 2 and 3**. The timetable for adoption was as set out below: -

Adoption Stage	Date
PASC for Consultation Approval	21 st September 2004
Public Consultation	18 th October –29 th November 2004
PASC for Approval of Amended Brief	6 th December 2004
Council's Executive for Adoption as SPG	21 st December 2004

- 2.1.3. If a planning application is submitted, further public consultation will take place, as part of the development control process, before a decision is made, and the public will be able to make representations regarding the specifics of any proposal.

2.2. STATUS OF THE PLANNING BRIEF

- 2.2.1. This brief has been prepared in the context of Government Guidance, the London Plan, the adopted and draft revised Unitary Development Plan (UDP) and other relevant supplementary planning guidance notes. Once adopted, the brief will become "Supplementary Planning Guidance" (SPG) to the Adopted UDP. It will be a material planning and will be afforded significant weight when used to consider planning applications for the site.

3. SITE AND LOCAL AREA INFORMATION

3.1. THE BRIEF SITE

3.1.1. The Town Hall Complex site that is the subject of this planning brief covers 12902.7m² (3.19 acres / 1.29 hectares) and includes the following: -

- Hornsey Town Hall and adjoining Public Hall;
- Broadway Annexe;
- Weston Park Annexe (also known as the Clinic);
- Mews Studio;
- Rear Annexe; and
- Public Square and Car Park (including Hornsey Library Car Park).

A plan detailing the site boundary and location of the relevant buildings is provided below in **figure 1**.

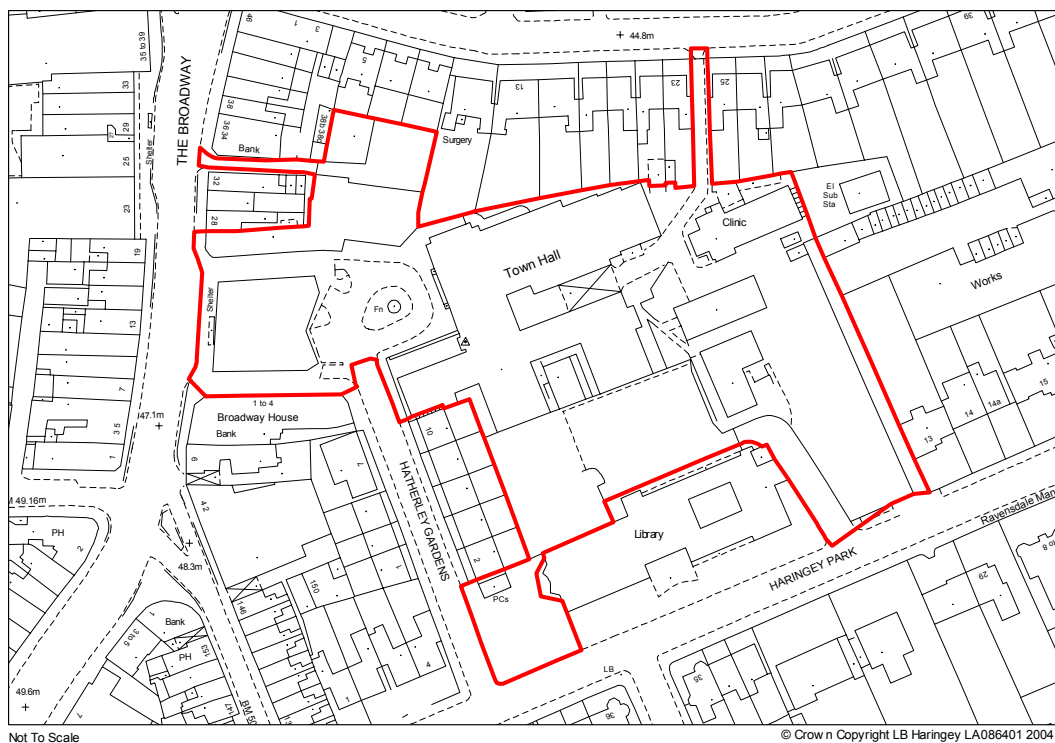


Figure 1: Site Plan

3.2 THE SURROUNDING BUILDINGS

3.2.1. The Town Hall and its Associated Buildings are located in a prominent position within The Broadway (A103) adjacent to the prime retailing thoroughfare of the Crouch End Town Centre. The site is also bounded by residential premises on Weston Park to the north, residential and garage accommodation to the east, Hornsey Library and Haringey Park to the south, residential premises in Hatherley Gardens to the south west and The Broadway's commercial and retail premises to the west. Building heights are illustrated in **figure 2**, below.

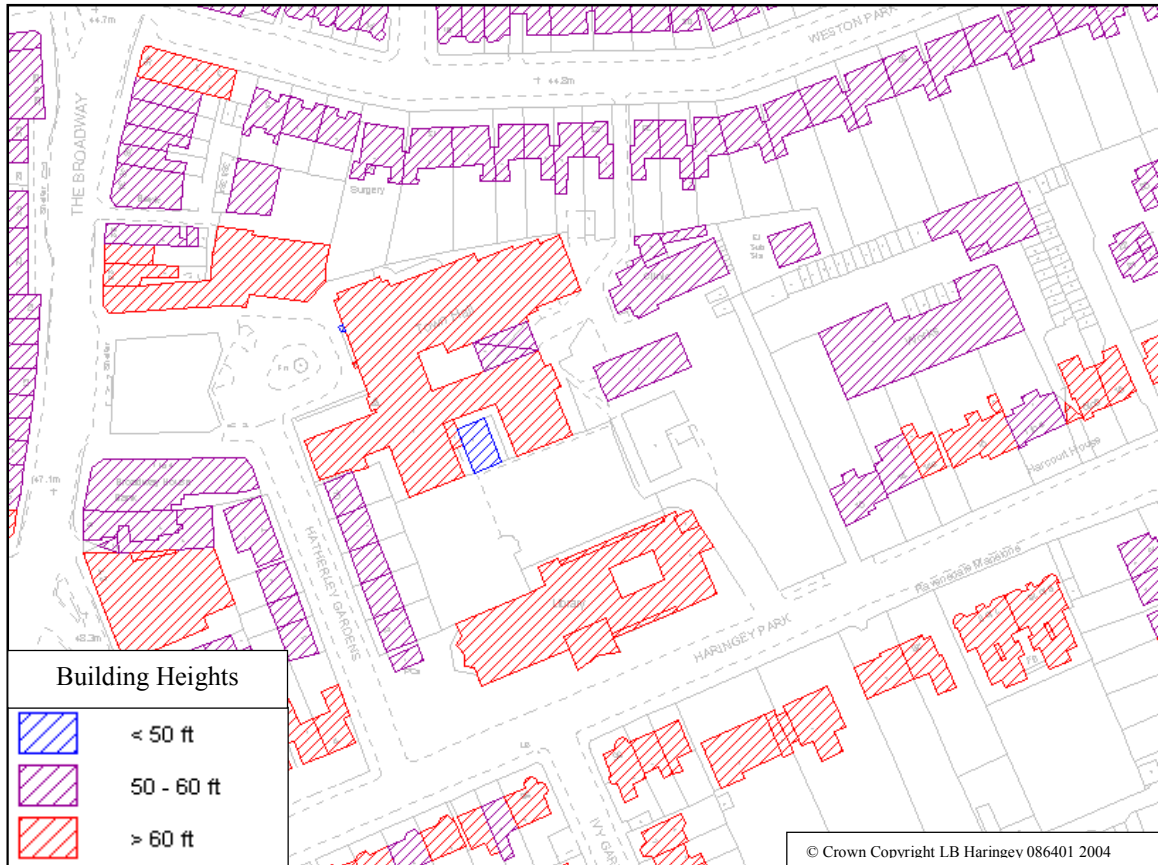


Figure 2: Building Heights

3.3. THE SURROUNDING AREA

- 3.3.1. The majority of the brief site lies adjacent the Crouch End town centre, with Broadway Annexe and the Public Square falling within the boundary of the Town Centre, as defined in the Haringey Unitary Development Plan Revised Deposit Consultation Draft Sept 2004. The town centre continues to provide a wide range of retailers from national multiples to independent retailers with a mix of A1 (retail), A2 (professional services) and A3 uses (food and drink). Crouch End has a particularly wide range of restaurants and cafés, and is home to a number of other office buildings.
- 3.3.2. The brief sites also lies within the Crouch End Conservation Area, which was designated in 1986. The existing character of this Conservation Area was determined from the mid-19th Century and is made up of predominantly 4 storey, high density commercial road frontages at its town centre and lower density 3 storey residential properties behind. Today, Crouch End is best known for its late Victorian/Edwardian shopping parades with its centrally located clock tower. The town centre comprises the cohesive group of buildings of red brick with light stone dressings and decorative details to walls and roofs, providing an impressive street scene.
- 3.3.3. The topography for the area also has an important effect on its appearance with the southern approaches from Crouch End Hill and Crouch Hill providing especially dramatic views and well-landscaped approaches down into the narrow compact town centre. The Town Hall approach provides the only central open space with most buildings fitting well into this attractive setting.

3.4. SPECIAL HISTORIC INTEREST OF THE TOWN HALL AND ASSOCIATED BUILDINGS

- 3.4.1. The Town Hall was built in 1935, and was opened for use on 4th November 1935. It is constructed of brown brick with stone dressings and is mostly 3 storeys in height with a tall rectangular tower situated at its front centre. It is a building of high architectural quality, which was originally recognised in 1935, immediately after its construction when it was awarded the RIBA bronze medal. This was re-confirmed in 1990 when its listing status was upgraded by English Heritage from Grade II to Grade II*. This places it among the 6 per cent most historic buildings nationally. Another aspect of the Town Hall is the unaltered condition of much of its interior, with many of its original features still present.
- 3.4.2. The Town Hall forms the centrepiece of an architectural composition with Broadway House and Annexe (both built 1938-9), which were all designed by New Zealand born Architect Reginald Harold Uren. These three buildings were laid out so as to enclose a public square leading off The Broadway. Broadway House and Broadway Annexe, which are Grade II listed in their own right, are therefore critical to the architectural quality and setting of the Town Hall.
- 3.4.3. The Council and the local community place a high degree of significance upon these buildings. This is principally due to their architectural importance and the prominent position that they occupy within Crouch End Town Centre. In addition, the public square fronting the Town Hall is also designated in the UDP as being within an area of archaeological importance.

- 3.4.4. As noted, the brief site also contains three other buildings; Weston Park Annexe (or Clinic), the Mews Studio and the Rear Annexe. However, none of these buildings are of significant architectural interest, with the Clinic, which was built in 1932, being the best of the three. English Heritage has indicated that it considers this two-storey building to contribute to the character and appearance of the Crouch End Conservation Area.
- 3.4.5. The Mews Studio is a brick built barn like structure of indeterminate date. The Rear Annexe is a relatively recent two-storey structure externally clad with prefabricated panels, which detracts from the Special Interest of the Town Hall.

3.5. TRANSPORT AND ACCESS

- 3.5.1. The Town Hall and Associated Buildings are located approximately 8.6 km (5.3 miles) north of Central London and benefits from being within close proximity of London's main arterial road network. The A1, providing access to Central London and also the North, is located approximately 1.6 km (1 mile) to the west, with the M1, Junction 1, approximately 7.9 km (4.95 miles) west. The A406, North Circular Road is located approximately 4.6 km (2.9 miles) north of Crouch End.
- 3.5.2. Crouch End benefits from a number of bus routes providing public transport links across North London. Finsbury Park Station is an important rail and underground rail (Victoria and Piccadilly Lines) interchange that is approximately 2.3 km (1.45 miles) south east of Crouch End that provides fast and efficient routes to Central London. Public transport accessibility for the site is rated 2-3 (Low – Medium) in the Haringey Unitary Development Plan Revised Deposit Consultation Draft Sept 2004
- 3.5.3. There are 5 bus routes operating adjacent to the Brief site. The nearest bus stops are located on the Broadway to the West of the Town Hall, including a bus stop within the site itself, at its western most end. These bus stops serve the W7 bus, a frequent bus service, which provides a 10-minute public transport journey to the Finsbury Park interchange. Bus routes W5, 41 and 91, also serve the site, providing moderately swift access to Highgate, Archway and Turnpike Lane underground stations, and Hornsey rail station.
- 3.5.4. There a number of vehicular and pedestrian access points to the site, including vehicle access to the existing car park, as detailed in the Access and Circulation Plan outlined below in Figure 3.

4. PLANNING CONTEXT

4.0.1. The planning policy framework within which the re-use / development of Hornsey Town Hall and Associated Buildings will be considered is provided by relevant Government Planning Guidance, The London Plan and current and emerging Local Planning Policy and Guidance.

4.1. GOVERNMENT PLANNING POLICY GUIDANCE

- PPG1: General Policies and Principles (1997)
- PPG3: Housing (2000)
- PPG6: Town Centres and Retail Developments (1996)
- PPG12: Development Plans (1999)
- PPG13: Transport (2001)
- PPG15: Planning and the Historic Environment (1994)
- PPG16: Archaeology and Planning (1990)

4.1.1. **PPG1: General Policies and Principles (1997)** sets out the Government's policies on a wide range of aspects of planning, including sustainable development, mixed used development, good design and operational and procedural issues. It focuses on the need to promote economic development to secure higher living standards while protecting and enhancing the environment, and advises that mixed-use development in town centres can create vitality and diversity and reduce the need to travel.

4.1.2. **PPG3: Housing (2000)** introduced a sequential approach to housing development and provision, which involves using previously developed land before greenfield sites. It states that when considering housing provision local planning authorities should: -

- Give priority to re-using previously-developed land within in urban areas and converting existing buildings, in preference to the development of greenfield sites;
- Create more sustainable patterns of development by building in ways which exploit and deliver accessibility by public transport to jobs, education, and health facilities, shopping, leisure and local services;
- Make more efficient use of land by reviewing planning policies and standards;
- Seek to reduce car dependence by facilitating more walking and cycling, and promote good design in new housing developments in order to create attractive living environments in which people would choose to live.

It also emphasises the importance of conversions as a source of additional housing, the importance of bringing vacant buildings into use, and making the best use of previously developed land whilst improving the quality of the environment.

4.1.3. **PPG6: Town Centres and Retail Developments (1996)**, which focuses on enhancing the vitality and viability of town centres, introduced the sequential approach to selecting sites for retail, employment, leisure and other key town centre uses. Adopting the sequential approach means that first preference should be for town centre sites, where suitable buildings for conversion are available, followed by edge of centre sites and then out-of-centre sites in locations that are accessible by a choice and means of transport. This approach should be applied to all key town centre uses, which attract a lot of people.

- 4.1.4. The Government's **Parliamentary Statement on Town Centre Planning Policies** (10th April 2003) supplements this through the reinforcement of the application of the Sequential Test, and the clarification of a Needs Test. It states that proposals for retail and leisure developments, on edge of centre and out of centre sites, that are not in accordance with an up-to-date development plan would be required to demonstrate both a need for additional facilities and that a sequential approach had been applied in selecting the location for the development.
- 4.1.5. **PPG12: Development Plans (1999)** emphasises the importance of integrating land use planning with transport and seeking sustainable forms of development.
- 4.1.6. **PPG13: Transport (2001)** provides advice on the integration of transport and land use planning to encourage alternative means of travel and reduce reliance on the private car. Reducing the level of car parking in new development is essential in promoting sustainable travel choices, avoiding the wasted costs to business of providing too much parking, and tackling congestion which might otherwise detract from the convenience of car use and other road based transport. It emphasises the importance of taking a flexible approach to car parking standards to achieve the objectives of sustainability, and sets out maximum car parking standards as opposed to minimum.
- 4.1.7. **PPG15: Planning and the Historic Environment (1994)** highlights the importance of protecting all aspects of the historic environment. The Guidance recommends development plan policies relating to the protection and enhancement of conservation areas and listed buildings, and an emphasis on the retention of listed buildings in active use. Further advice on this PPG is outlined in the Conservation Area and Listed Building sections of this chapter.
- 4.1.8. **PPG16: Archaeology and Planning (1990)** sets out the Secretary of State's policy on archaeological remains on land, and how they should be preserved or recorded both in an urban setting and in the countryside. It gives advice on the handling of archaeological remains and discoveries, under the development plan and control systems, including the weight to be given to them in planning decisions and the use of planning conditions.

4.2. THE MAYOR'S LONDON PLAN (2004)

- 4.2.1. The London plan was adopted in February 2004, and provides the strategic planning framework for Greater London within which the site's future potential should be considered. The Plan seeks to develop London based on the interwoven themes of strong diverse long-term economic growth, social inclusiveness and improvements in London's environment.
- 4.2.2. The efficient re-use of land and resources in a sustainable manner is an important component of the Plan's Guidance. In it the Mayor seeks the maximum provision of additional housing and promotes policies that meet, or exceed, the targets set by him for the whole of London. The Mayor expects London to provide 30,000 additional homes a year, each year until 2016, to which Haringey will have to contribute. The Mayor also requires that 50% of those homes provided are affordable.

4.3. LOCAL PLANNING GUIDANCE

- 4.3.1. The Council adopted the Haringey Unitary Development Plan in March 1998. This sets out the Council's borough wide planning policies and should be consulted in preparing any planning application. Section 54A of the Town and Country Planning Act 1990 states that in determining planning applications, such applications shall be determined in accordance with the relevant development plan unless material considerations indicate otherwise.
- 4.3.2. The adopted Unitary Development Plan is currently undergoing a review. The 1st deposit draft of the review was published for public consultation on 25th September 2003 for a period until 18th December 2003. Haringey Council has evaluated representations regarding this consultation and the amended second draft of the revised Unitary Development Plan was published for further consultation on 16th September 2004, which ended on 27th October 2004.

4.3.3. PROPOSAL MAP DESIGNATIONS

- Town Centre Boundary (Town Hall and Square) TCR I
- Area of Archaeological Importance CSV 4
- Strategic Views of St. Paul's Cathedral UD 4
- Site Specific Proposal 9

4.3.4. SITE SPECIFIC PROPOSAL DESIGNATION

- 4.3.5. The brief site is designated as a Site Specific Proposal in the draft revised UDP as being appropriate for mixed-use.

4.3.6. TOWN CENTRE LOCATION

- 4.3.7. **Schedule 2** of The Adopted Unitary Development Plan identifies Crouch End as a Town Centre, with the Broadway being within its Primary Frontage. The Council will actively seek to improve the variety of retail, services uses and leisure provision in town centres. Policy STC I.1 states that the Council will seek to maintain and

enhance the existing hierarchy of centres, and requires the sequential approach to be adopted in identifying sites for town centre uses that attract a lot of people.

4.3.8. The West side of the Town Hall complex is designated within the primary retail frontage of Crouch End. Policy STC 1.4 of the adopted plan relates to Town Centre Primary Frontages. It states that the predominant use in primary retail frontages should be A1 (retail) and that changes of use from A1 use to uses in classes A2 (financial and professional services) and A3 (food and drink) will only be permitted where: -

- The resulting proportion of non-A1 uses in the primary shopping frontage would not harm the vitality or viability or predominantly retail function of the centre – as a guideline, a maximum figure of 35% of ground floor frontage in non-A1 use should not be exceeded.
- The proposal would not cause an unacceptable increase in disturbance from noise, smell, fumes or other environmental harm.
- The proposal would not result in an unacceptable increase in traffic or parking problems.
- The proposal would not lead to the creation of a blank façade, and would preserve or enhance the character and appearance of the shopping frontage.
- The Council will take into account any positive contribution the proposed use would make to the vitality of the centre.

4.3.9. The draft revised UDP extends the Town Centre boundary to include both the Public Hall and Town Hall. The revised plan supports development that is appropriate to the scale and function of the town centre and does not harm its vitality and viability. Table 6.1 of the revised plan suggests the types of uses that may be appropriate in a town centre: -

- Retail (including street markets)
- Community Facilities including health care facilities
- Residential above street level
- Hotels / Guest Houses and other tourism
- Cafés, bars, restaurants and pubs
- Public open spaces
- Creative and cultural facilities
- Public and Civic buildings
- Educational / academic institutions
- Business facilities
- Leisure and recreation

4.3.10. **EMPLOYMENT AND ECONOMIC ACTIVITIES**

4.3.11. **Policies EMP 1-3** of the adopted plan seek to protect and enhance existing land and buildings in commercial uses from other forms of development. The promotion of new and varied employment uses in town centres, particularly where this can increase the range of employment opportunities for local people, will be encouraged.

4.3.12. The Council seeks to protect local employment opportunities in **Policy EMP 1.1**. As the site is within a town centre with reasonable accessibility (the Site has a low / medium rating for public transport access), it is likely that some form of employment will be required. Exceptions are made where it could be argued that land or

buildings are no longer suitable for employment use, on amenity or transport grounds. Exceptions are also made if there is no realistic prospect of the land or buildings being used for employment uses in the foreseeable future. Policy EMP3R of the draft revised UDP states that planning permission will be granted to redevelop or change the use of land and buildings in an employment generating use provided certain test are met.

4.3.13. LEISURE AND TOURISM

- 4.3.14. The Council will seek to retain and encourage new good quality arts, cultural, tourist, entertainment, sports and recreational facilities. This is particularly encouraged in Town Centres, where this can be done in a manner consistent with the character, environment and amenity of the local area. The Council also recognises the benefit of providing mixed uses to ensure that buildings can be used both day and evenings to add to the vitality of the town centre at night.
- 4.3.15. Based upon the uses that presently exist on site, there are a number of policies relating to the retention of employment, arts, culture and entertainment (ACE) facilities, and other community / social facilities that are relevant. The Council wishes to preserve “as far as possible” existing ACE activities, particularly in town centres and would resist the loss of such facilities (reflected in **Policy LEI 1.2** and **draft policy CCT2**).

4.3.16. COMMUNITY, SOCIAL AND RELIGIOUS FACILITIES

- 4.3.17. The Council’s objective is to increase the overall stock of good quality community facilities in the Borough. It will seek to achieve this through the protection of existing community, social and religious facilities (**Policy CSF 1.4**) and the provision of new facilities where there is a local need (**Policy CSF 1.1**). Detailed guidance is provided in **draft SPI7: buildings suitable for community use**.

4.3.18. HOUSING

- 4.3.19. **Policies HSG 1-4** of the adopted UDP seek to provide a range of housing tenures, sizes and types within residential developments. **Policy HSG 1** of the draft revised UDP reiterates this, and introduces the application of the Sequential Test for selecting locations for new housing development in accordance with PPG3. The policy also explains that where additional housing creates a need for ancillary community facilities, such as education or health facilities, a contribution towards meeting that need is provided. This issue is explained in more detail by **draft SPG 12: Educational Needs Generated by New Housing Development**.
- 4.3.20. **Policy HSG 2.2** of the adopted UDP deals with residential densities. It encourages densities of around 175-250 habitable rooms per hectare (hrh) generally. However, in town centre locations and mixed use schemes, up to 350 hrh would be acceptable subject to there being no family housing included and that the development as proposed is acceptable in townscape terms.
- 4.3.21. **Policy HSG8** of the draft UDP states that as a general guideline residential densities should be in the range of 200 – 400 hrh., However, in town centre locations and within mixed used schemes the Council would allow up to 700 hrh

provided that the development is acceptable in design terms and there is no adverse impact on infrastructure.

- 4.3.22. The Standards required for new residential development, including density, is covered in more detail in the adopted **SPG 2.3: Standards Required for New Residential Development** and **draft SPG3a: Density, Dwelling Mix, Floorspace Minima, Conversions, Extensions and Lifetime Homes**.

4.3.23. **AFFORDABLE HOUSING**

- 4.3.24. **Policy HSG 2.23** of the adopted UDP is concerned with Affordable Housing and states that “All major housing development will be expected to make a contribution towards meeting the Borough’s need for affordable housing”. **Policy HSG4** of the draft revised UDP refines this by stating that “Housing developments capable of providing 10 or more units will be required to include a proportion of affordable housing to meet the overall borough target of 50%”. The proportion negotiated will depend on the location, scheme details or site characteristics. Within the proportion of affordable housing provided the Council will seek 70% for rent, and 30% for key worker, shared ownership and / or other forms of intermediate housing. More detail on affordable housing provision is given in **draft SPG 11: Affordable Housing**.

4.3.25. **TRANSPORT AND CAR PARKING**

- 4.3.26. The Strategic Transport Policies of the adopted UDP (**TSP 1-8**) seek to integrate land use and transport policies. Within this, the Council will prioritise the needs of pedestrian and cyclists, and will promote existing public transport services and facilities (Crouch End is rated low / medium for public transport access). These objectives are set against the aim of reducing the relative attractiveness of the private car.

- 4.3.27. **Policy TSP 1.7** of the adopted UDP sets out the Council’s Parking Standards for a variety of land uses, the specific requirements for which are detailed in Appendix C of the Transport chapter. However, these standards are now out of date. Up to date standards are contained in the Revised Deposit UDP, September 2004 which sets maximum car parking standards that aim to decrease the number of trips made by private cars. However, the revised UDP acknowledges that in some circumstances (such as leisure developments) specific standards cannot be applied, and that parking provision would be assessed on an individual case basis.

- 4.3.28. **Policy TSP 1.1** of the adopted UDP states a Transport Impact Assessment (TIA) is likely to be required for significant developments (if development generates over 1000 person trips per day or provides more than 2500m² of gross floorspace). The content of a TIA is detailed in Appendix A of the transport chapter and **draft SPG 7d: Travel Assessments**.

- 4.3.29. **Draft SPG 7c: Travel Plans** introduces the need for travel plans to be submitted with applications for significant developments (the thresholds for such are listed in table 1 of this SPG). The purpose of a travel plan is to reduce the level of car usage and to promote sustainable methods of transport.

4.3.30. **OPEN SPACE**

4.3.31. **Policies OP 1-4** of the Adopted UDP seek to safeguard and enhance the existing public and private spaces in the borough as well as create opportunities for new open space. **Policy OS9** of the draft revised UDP seeks to protect the stock of the borough's open space and will only permit development on such areas in exceptional circumstances.

4.3.32. **ARCHAEOLOGICAL IMPORTANCE**

4.3.33. The public square fronting the Town Hall / Public Hall is designated in the UDP as being within an area of archaeological importance. **Policy DES 3.8** of the adopted UDP states that "the Council will promote the conservation, protection and enhancement of the archaeological heritage of the Borough and its interpretation and presentation to the public". Further advice is given in **draft SPG 2: Conservation and Archaeology**.

4.3.34. Developers will be required to carry out an archaeological assessment for any development proposals or works within this area. This assessment will be required to set out the details of the investigation in accordance with PPG16 and will have to be approved by the Council in consultation with English Heritage's Archaeological Unit.

4.3.35. **DESIGN QUALITY**

4.3.36. Through **Policies DES 1-9** of the adopted UDP the Council will promote good design from future development and seek to improve the quality of the local built environment. In considering development proposals the Council will assess overall design quality in relation to a number of factors, including: -

- How the proposal relates to and fits in with the surrounding area
- How the proposal addresses basic design measures of appearance and relationship to surroundings, in particular: enclosure, height, scale, building lines, layout, form, rhythm and massing, and detailing and materials
- Effect on public space and accessible space
- Conservation and retention of existing building fabric, including fine architectural features and parts of buildings
- Privacy and Amenity of neighbours
- Extensions and alterations to existing buildings.

4.3.37. In particular, Under **Policy DES 1.7** of the adopted plan, the Council would seek to encourage retention rather than redevelopment of important existing on-site buildings. The Council however, accepts the need to alter and extend buildings and to adapt worn out buildings for new uses.

4.3.38. **Draft SPG 1a: Design Guidance and Design Statements** provides detailed design guidance on a wide range of elements including context, building lines, form, rhythm and massing, height and scale, fenestration and architectural style detailing and materials.

4.3.39. **CONSERVATION AREA**

- 4.3.40. The Town Hall and Associated Buildings fall within the Crouch End Conservation Area. PPG15 states that the Council is required to preserve and enhance the character and appearance of Conservation Areas, and this is reflected in the Council's Design and Conservation Policies (**DES 2.2, draft Policy CSV I and draft SPG2: Conservation and Archaeology**). When determining applications for new development, the Council will consider whether the proposal preserves or enhances the character or appearance of the Conservation Area.
- 4.3.41. Conservation Area Consent is required for the total or substantial demolition of a building within a conservation area. When considering applications for demolition, the Council will assess the contribution of the building or structure to the special interest of the Conservation Area. **Policy Des 2.4** of the adopted UDP states that demolition will not normally be agreed where the building positively contributes to the character and appearance of the Conservation Area or its setting.
- 4.3.42. However, whilst there is a presumption in favour of retaining buildings that make a positive contribution to the conservation area, material considerations can override this; such considerations may include the quality of the replacement building. Conservation Area Consent for demolition will not be granted without an acceptable scheme of replacement.
- 4.3.43. The council commissioned the 'Hornsey Town hall Conservation Plan: June 2004', prepared by ALAN BAXTER & ASSOCIATES, in order to inform the refurbishment and reuse of the site. This document has informed this planning brief and where appropriate has been referred to.

4.4. **LISTED BUILDINGS**

- 4.4.1. The brief site and immediate surrounding area contains a number of buildings that are listed due to their historical and architectural importance: -
- The Town Hall and Public Hall are listed grade 2*.
 - The Broadway Annexe is separately listed as grade 2.
 - The Rear Annexe, Weston Park Annexe and Mews Studios are not listed in their own right, but by virtue to the fact that they fall within the curtilage of the Listed Town Hall and Public Hall, they are therefore listed.
 - Although not included in the brief site, Hornsey library and Broadway House adjoin the site and are listed Grade 2.

Section 3 of PPG 15 sets out the main elements of Government Policy for listed building controls. **Policies DES 3.1 – 3.6** of the adopted plan and draft **SPG2: Conservation and Archaeology** relate to listed buildings.

4.4.2. **LISTED BUILDING CONSENT**

- 4.4.3. Listed Building Consent is likely to be needed for a wider range of works than need planning permission. Listing applies to the interior and exterior of a listed building. Consent is required for the partial or whole demolition of a listing building and for

any material alteration to a listed building that would affect its special architectural or historic interest. Consent is not normally required for repairs, but, where repairs involve alterations that would affect the character of the listed building, consent is required. The Council will consult English Heritage on any application for Listed Building Consent.

4.4.4. The issues that are generally relevant to the consideration of all listed building consents are set out in PPG 15, they are: -

- i. The importance of the building, its intrinsic architectural and historic interest and rarity; in both national and local terms;
- ii. The particular physical features of the building (which may include its design, plan, materials or location) which justify its inclusion in the list: list descriptions may draw attention to features of particular interest or value, but they are not exhaustive and other features of importance may come to light after the building's inclusion in the list;
- iii. The building's setting and its contribution to the local scene, which may be very important, e.g. where it forms an element in a group, park, garden or other townscape, or where it shares particular architectural forms or details with other buildings nearby;
- iv. The extent to which the proposed works would bring substantial benefits for the community, in particular by contributing to the economic regeneration of the area or the enhancement of its environment (including other listed buildings).

4.4.5. **CHANGE OF USE OF LISTED BUILDINGS**

4.4.6. Section 3 of PPG15 recognises that the best way of securing the up keep of historic buildings is to keep them in active uses which are economically viable, and that new, and even continuing uses, will often necessitate some degree of adaptation. Although the best use will often be the use for which the building was originally designed, not all original uses will now be viable. Listed building controls should recognise the need for flexibility where new uses have to be considered to secure a building's survival.

4.4.7. PPG 15 says that "Judging the best use of listed buildings requires the balancing the economic viability of possible uses against the effect of any change they entail in the special architectural and historic interest of the building or area in question. In principle the aim should be to identify the optimum viable use that is compatible with the fabric, interior, and setting of the historic building".

4.4.8. These points are reflected in the Council's **policy DES 3.2** and **draft SPG 2**, which deal with the use of historic buildings. In order to facilitate the re-use of listed buildings, such as the Town Hall, the Council will give weight to the architectural and historic value of buildings in considering uses which might not accord with other Unitary Development Plan policies but will look favourable as possible on the opportunities of preservation and enhancement afforded by the proposed change of use.

4.4.9. In determining applications for a change of use of historic buildings, the Council will seek to negotiate with the applicant before the change of use is granted so that a detailed scheme of refurbishment can be obtained. Where appropriate, this scheme will be the subject of a section 106 agreement. Refer to paragraph 9.3.1 for more detailed information.

4.4.10. ALTERATIONS AND EXTENSIONS

- 4.4.11. PPG15 highlights that many listed buildings are already in well-established uses, and that any changes need to be considered only in this context. It states that where new uses are proposed, it is important to balance the effect of any changes on the special interest of the listed building against the viability of any proposed use and of alternative, and possibly less damaging uses. In judging the effect of any alteration or extension it is essential to have assessed the elements that make up the special interest of the building in question.
- 4.4.12. PPG 15 acknowledges that many listed buildings can sustain some degree of sensitive alteration or extension to accommodate continuing or new uses, but that listed buildings do vary greatly in the extent to which they can accommodate change without the loss of special interest. It advises that although the listing grade of a building is a material consideration, it is not in itself a reliable guide to the sensitivity of a building to alteration or extension. However, it states that “the preservation of facades alone, and the gutting and reconstruction of interiors, is not normally an acceptable approach to the re-use of listed buildings”.
- 4.4.13. **Policy Des 3.3** of the adopted UDP states that “alterations or extensions to historic buildings and any works within the curtilage affecting their special interest will not normally be permitted unless they are shown to be necessary and in no way detrimental to the architectural integrity and detailing of the exterior of the buildings and to valuable interiors or where they are in accord with period style, detailing and material of the building”.

4.4.14. DEMOLITION

- 4.4.15. PPG 15 acknowledges that while it is the objective of Government policy to secure the preservation of historic buildings, there will very occasionally be cases where demolition is unavoidable. However, listed building controls ensure that proposals for demolition are fully scrutinised before any decision is reached. It states that the demolition of any Grade I or Grade II* listed building should be wholly exceptional and should require the strongest justification.
- 4.4.16. Where proposed works would result in the total or substantial demolition of the listed building, or any significant part of it, the Secretary of State would expect the authority, in addition to the general considerations, which are set out in paragraph 4.4.4., to address the following:
- i. The condition of the building, the cost of repairing and maintaining it in relation to its importance and to the value derived from its continued use.
 - ii. The adequacy of efforts made to retain the building in use.
 - iii. The Merits of alternative proposals for the site.

Further explanation of these points is provided in Paragraph 3.19 of PPG 15.

- 4.4.17. **Policy Des 3.1** of the adopted UDP, seeks the protection of listing buildings, and the Council will normally refuse Listed Building Consent for the demolition or substantial demolition of listed buildings. Removal of internal and external architectural features from listed buildings that would be prejudicial to its special character will not be permitted.

4.5. RELEVANT PLANNING HISTORY

4.5.1. ON SITE

4.5.2. There have been a number of applications for planning permission and listed building consent in relation to the brief site, most of which relate to listed building consent for minor works that would have an impact on the listed buildings' special character. Although most of these are not material in relation to the re-use and re-development of the Town Hall and Associated buildings, the following consents may be of interest and importance: -

- 08.02.2001 – Full Planning Permission and Listed Building Consent was granted for internal alterations to the Broadway Annexe associated with the Customer Services Centre (Planning References HGY/2000/1690 and 1691). These consents have been implemented.
- 10.11.2003 – Full Planning Permission was granted, subject to conditions (including 6 months expiry clause following commencement) for the holding of a farmers Market on a Saturday with up to 30 stalls in the area immediately outside the Town Hall and Public Hall (planning reference HGY/2003/1663). This permission has not been implemented.
- 04.05.2004 – Full Planning Permission was granted for the erection of brick garage to house library vehicles in the car park to the rear of Hornsey Library (planning reference HGY/2004/0769). Although not built, this building would be located in the north west corner of the library car park adjacent to the Town Hall and would have an impact on any re-use / development proposal in that area of the site, if the permission was implemented.

4.5.3. ADJOINING LAND

4.5.4. There have been a number of planning permissions and listed building consents granted on land adjoining the brief site. Although not implemented, the following would have a bearing on any proposed re-development of the land to the rear of the Town Hall: -

- 30.04.2004 – Full Planning Permission was granted at appeal, subject to conditions, for the erection of a two storey mixed use development comprising of 14 live / work units and 14 flats at the Land to the rear of 13 - 17 Haringey Park, and the formation of a new site splay to Haringey Park. The scheme comprises a 2-storey development with pitched roofs, with a proportion of the units being under 3 metres away from the Brief site boundary. Future applications are therefore advised to take this permission into consideration when drawing up any proposals for the brief site.
Copies of the plans relevant to this permission are available for viewing at the Council's offices at 639 High Road, Tottenham, N17 8BD (planning reference HGY/2003/1838 and 1841).

5. LAND USE CONSIDERATIONS

5.0.1. The Council has identified the Town Hall and the Associated Buildings as being surplus to its future requirements. Therefore, the change of use of these buildings, and a level of development on the adjoining Car Park is, in principle, acceptable to the Council in its capacity as landowner. However, any development proposals are required to comply with the requirements of the existing and emerging Unitary Development Plan, the London Plan and Supplementary Planning Guidance including advice contained in this planning brief.

5.1. CURRENT LAND USES

5.1.1. The brief site currently consists of the following land uses: -

- The Town Hall building includes administrative offices, and the Council Chamber (Class B1).
- The Public Hall provides a theatre / performance venue (Sui Generis).
- The Broadway Annexe contains a retail outlet (Class A1) – “Powerhouse” electrical store – and Haringey Council’s Social Services customer service centre (Class B1) at ground floor level. The first and second floors of the Annex contain the Council’s Social Services offices (Class B1).
- Weston Park Annexe contains Haringey Council’s Organisational Development and Learning Centre which provides training facilities (Class B1).
- The Rear Annexe and Mews Studio provide general office uses (Class B1).

5.2. FUTURE USES FOR THE SITE

5.2.1. The Town Hall was built for a specific purpose, and this is reflected in its plan layout. Finding a range of suitable new uses for any building designed for a specific purpose can be challenging. Fortunately, the Town Hall is well provided with different access points and stairs, which suggest a number of different possibilities.

5.2.2. The Council is seeking a mixed-use scheme for the site (as noted in SSP9 of the draft UDP), with a range of uses that are both viable and respectful of the special architectural, historic and townscape value of the listed buildings on site. The Council acknowledges that there may be scope for alterations to the site’s listed buildings to accommodate new uses provided that it can be clearly demonstrated that the guidance set out in PPG15 has been carefully considered and its requirements complied with.

5.2.3. The following section provides an indication of the potential uses for the Town Hall, the Public Hall, Associated Buildings and surrounding land. The suggested uses are indicative only and do not constitute a planning approval.

5.3. BALANCE OF USES

5.3.1. The general principle is to ensure that the re-use of the site is compatible with the Council's aim to enhance the vitality and viability of the Crouch End Town Centre and to protect the amenity of neighbouring residential occupiers. Intensive uses involving a high level of activity should be located at the town centre frontage to the west of the site. Uses located adjacent to residential properties should not adversely impact on their amenities by reason of noise, activity or disturbance. Similarly, the Council will encourage uses that draw the vitality of the Broadway back into the site. It is also important that the balance of uses within the site complement each other as well as the town centre and attract people to live, work and enjoy leisure in the same area.

5.4. HORNSEY TOWN HALL

5.4.1. The Town Hall is currently designated as an edge of town centre location. A balanced range of use may therefore be acceptable for the Town Hall, as detailed in the table below: -

Use Class	Acceptable Use
A1	Small scale retail which compliments other uses in the Town Hall.
A2	Professional or Financial Services
A3	Uses based on a restaurant and bar/public house.
B1	Office accommodation (including workshops)
C3	Non family residential accommodation (including 50% affordable)
D1	Education / training / health care facilities including child care facilities.
D2	Arts-Leisure facilities.

5.4.2. Through the provision of residential accommodation, it is the Council's intention to seek an affordable housing allowance of 50% for proposals that exceed 10 or more units.

5.5. PUBLIC HALL

5.5.1. From a re-use perspective, the Public Hall foyer should be treated as a single space, ideally in conjunction with the main Public Hall. A level of vertical partitioning may be acceptable in the main Public Hall in order to accommodate new uses, but this would need to be justified. The future uses that are appropriate for the Public Hall are detailed below: -

Use Class	Acceptable Use
A1	Small scale retail within the Hall Foyer, which compliment the use of the Public Hall.
B1(a)	Office accommodation (but not in the main hall or foyer).
D1	Education / training / health care facilities including child care facilities.
D2	Arts-Leisure facilities, including cinema, concert hall and dance Hall.
Sui Generis	Theatre

5.6. BROADWAY ANNEXE

5.6.1. The Broadway Annexe is currently split between Retail and Office use. The “Powerhouse” store at ground floor level is designated within the Town Centre Primary Frontage, and therefore should be retained for commercial purposes, with the potential for change of use to café to make use of the square in front of the Town Hall. The remainder of the building provides office accommodation, including the Council’s customer services centre. The retention of these elements for office use (BI) is preferable. However, if there is no need for employment uses here then there are advantages in using the upper floors for residential in order to overlook the Public Square and thereby providing a measure of security at night.

5.7. THE PUBLIC SQUARE

5.7.1. The Public Square to the front of the Town Hall / Public Hall provides an important green focal point for the town centre and is critical to the setting of a number of Listed buildings and the character of the Conservation Area. This space should be retained and re-modelled to enable greater public access to the space and interaction to the proposed uses identified for the Town Hall and Public Hall. In addition, the following use may be appropriate for the space: -

Use Class	Acceptable Use
A1	Based on a Farmer’s Market
A3	Ancillary use based on adjacent small restaurant / café in Broadway Annexe

5.8. WESTON PARK ANNEXE, REAR ANNEXE, TOWN HALL & LIBRARY CAR PARK, TOWN HALL REAR OPEN SPACE.

5.8.1. The existing buildings to the rear of the Town Hall / Public Hall, the car parks and open spaces associated with the rear of the Town Hall and the Library have potential for a new development scheme

5.8.2. The Rear Annexe detracts from the character of the Town Hall and may be demolished to facilitate new development. The Weston Park Annexe or clinic has recently been refurbished and currently provides training facilities for Council Staff. Proposals for the demolition of this building would have to be justified in the light of the considerations set out in PPG15 with regards to listed building consent and demolition.

5.8.3. The following provides an indication of the types of uses that may be appropriate for this area: -

Use Class	Acceptable Use
B1	Office accommodation.
C3	Family / Non-family residential accommodation (50% affordable)
B1 / C3	Live Work Units
D1	Education / training facilities including child care facilities.

5.8.4. Through the provision of residential accommodation, it is the Council's intention to seek an affordable housing allowance of 50%. In addition to the opportunities for re-development on this land, the area is also considered appropriate for the provision of car parking, and both private and public open space.

5.9. MEWS STUDIO

5.9.1. The Mews Studio forms part of the wider site area. The building is currently designated in an edge of centre location and presently provides business accommodation. The retention of this area for business / employment use is acceptable, with potential for live / work units (B1/C3), residential use (C3) or, and retail.

6. DESIGN AND CONSERVATION CONSIDERATIONS

6.0.1. It is important that the re-use and re-development of the identified buildings and surrounding site area respects both the architectural heritage, setting and community importance of the Town Hall. Proposed new uses for the Town Hall should be set in the context of the design and conservation parameters set out in this chapter, and any new development proposals should be drawn up in the light of the design requirements detailed below.

6.1. TOWN HALL AND PUBLIC HALL

6.1.1. Whilst the Council is seeking to promote a range of uses for the Town Hall and Public Hall, it is important that proposed uses can be accommodated without detriment to the special interest of the listed building. The real challenge for the re-use of the building will be managing the interaction of different uses in close proximity to one another, whilst maintaining a consistent and coherent approach to the building as a whole, which has a high degree of architectural integrity.

6.1.2. A Space Planning Options exercise was undertaken by Hawkins Brown Architects to look at how the Town Hall / Public Hall could accommodate new uses, without compromising the building's heritage assets. The results of this exercise are indicative only but demonstrate the relative adaptability of the listed buildings without the need for major interventions.

6.1.3. The Council acknowledges that there may be some scope for alterations to the listed building to accommodate new uses, however, there are a number of key design and conservation principles that should be considered before any proposals are drawn up. They are detailed below: -

6.1.4. Accommodating New Uses

- The adaptation of the Town Hall to some new uses is acceptable in principle, provided that the proposals have regard to the original sequence and hierarchy of key spaces as set out in advice contained on pages, 47, 48 and 49 of the Conservation Plan. (Refer to paragraph 4.3.43.)
- The future use of the Town Hall and Public Halls should have regard to the original functional divisions of the building.
- The original main entrances to the Town Hall and the Public Hall should be retained in association with the key spaces behind to maintain the original spatial sequence and plan form of the building.
- The feature staircase should be retained to continue to provide access to the upper floors. The unusual 'gallery' treatment of the main entrance hall, rising to the second floor corridors and enclosed only by railings, is a key feature of this space and should be maintained undivided.
- The former Council Chamber will be treated as a single space; inserted floors or partitions that compromise its architectural character and integrity will not be acceptable. Proposals should seek to retain the original fixed chamber seating and proposals to remove it will need to be fully justified.

- The former Committee Rooms and the Mayor's Parlour on the first floor should not be subdivided.
- The Auditorium / Hall foyer shall be treated as a single space, and considered in conjunction with the original Hall behind.
- The large Public Hall has a simple form and proportions; horizontal sub-division is not an option as the decorative finishes and treatments require presentation as an entirety for their special qualities to be appreciated. However, a level of vertical partitioning may be acceptable in order to provide the space with a viable new use, but this would need to be justified.
- The gallery area and the space beneath it, make only a minor contribution to the overall interest of the Auditorium, and may, subject to acceptable details, be partitioned off. However, the gallery structure should be retained as part of the building's essential historic interest.
- Future re-use proposals should seek to retain the maximum historic fabric consistent with achieving a viable long-term use for the building. Where alterations are required, they should be made good on a like for like basis. Insertions/alterations should also be reversible. Departures from these broad principles will need to be justified.
- The southern part of the main entrance hall is characterised by a glazed screen, with generously glazed corridors running east and west. Proposals to re-use this part of the building will provide for views through the building in this area, and maintain the sense of visual connection amongst the entrance hall, corridors and office space.
- The rear feature stair and landing areas should be celebrated in any scheme.
- The layout of rooms, suites or spaces that are identified within Pages 47, 48 and 49 of the Conservation Plan as having limited special interest may be appropriately reconfigured.
- The basement of the Public Hall is not considered to be of any special interest and may be remodelled to accommodate new uses.

6.1.5. Treatment of elements

- Alterations or repairs should respect existing fabric on critical elevations or key interiors, matching in texture, colour, and quality, and the materials used will be compatible with the original construction.
- Replacement windows and doors will follow original design, and external painted decoration and other timber treatments will be informed by an understanding of original finishes.
- Double-glazing will not be acceptable and original steel windows shall be retained and refurbished where necessary.

- Rainwater goods and leadwork will be replaced on a like for like basis.

6.1.6. Interiors: The Presentation of Key Spaces, including Furnishings

- The original decoration of the entrance spaces, stairs, associated galleries and corridors, Council Chamber and the Auditorium and its associated spaces should be reinstated, following their historic precedents.
- The original pieces of furniture and textiles, some of which have been documented by English Heritage, should be conserved and reused, and retained on site.
- It is preferable to retain commemorative plaques and sculptures in their present locations.
- Original ironmongery in critical interiors will be repaired and re-used. If beyond repair, new ironmongery should be made to match the original.
- New escape signage should be placed sensitively, and consideration will be given to bespoke solutions to achieve a visually harmonious result.

6.2. BROADWAY ANNEXE, WESTON PARK ANNEXE AND REAR ANNEXE

6.2.1. The **Broadway Annexe** is critical to the architectural and historic interest and setting of the Town Hall and, therefore, must be retained. Retention and refurbishment of its exterior features, including entrances, is also of importance. However, with the exception of the circular foyer immediately inside its entrance, and staircase behind, the interior is not of any great sensitivity.

6.2.2. Although not listed in its own right, the **Weston Park Annexe** is listed by virtue of being within the Curtilage of the Town Hall. The building does have some architectural quality and the Council would therefore encourage its retention. Proposals for the demolition of this building would have to be justified in the light of the considerations set out in PPG15 with regards to listed building consent and demolition.

6.2.3. The **Rear Annexe** is not considered to be of any significant historic or architectural value and may be demolished, subject to consultation with English Heritage's and Listed Building Consent.

6.2.4. The **Mews Studio** is not considered to be of any significant historic or architectural value and may be demolished, subject to consultation with English Heritage's and Listed Building Consent.

6.3. NEW DEVELOPMENT

6.3.1. The council wishes to see the Town Hall's critical interiors properly restored, conserved and presented, as part of a coherent approach to the site. In order to achieve this objective, the Council would consider proposals for new development provided that such a development helps to ensure the refurbishment and reuse of the Town Hall and its key interiors.

- Any new forms of development, of contemporary design, within this area of the site should consider the surrounding architecture in terms of materials and setback and should be of the highest quality, responding to the context of the site.
- Strong active frontages are encouraged facing towards existing buildings and proposed new open spaces.
- New development should recognise the overall density, height and massing of the surrounding buildings, and also consider the sites location in and adjacent to a town centre.
- Any new development must satisfy PPG15 in preserving and enhancing the character and appearance of the conservation area and the setting of the surrounding listing buildings, including the Town Hall and Public Library.
- Building heights for proposed new developments in the site should be sensitive to surrounding buildings on the site in terms of their massing and scale.
- New buildings should not be visible above the roofline of the frontage of the Town Hall and Public Hall, in order to protect the critical view of the Halls from The Broadway and Public Square.
- The overall density profile should consider concentrating higher buildings around public / private squares and at the edges of the site.
- Design emphasis to building heights should also be given to buildings on corners and nodes within the site.
- Development should not restrict unduly the daylight to adjacent buildings and open spaces, including those outside the boundaries of the site.
- Careful consideration should be given to the layout and design of developments, to prevent over-looking of adjoining properties in accordance with **SPG 1.3: Privacy and Overlooking**.

6.4. PUBLIC REALM

6.4.1. The design, treatment and management of the public realm, both within the planning brief site and its relationship with adjoining land, is of key significance to the successful re-use / re-development of the Town Hall / Public Hall and Associated land and buildings.

6.4.2. The design of public / private spaces within the re-use and redevelopment opportunities should be considered holistically and integrated within the overall proposals from the outset. A key consideration includes the provision of links from the existing spaces to create a series of urban spaces onto which new frontages and activities will face. The aim is to create active frontages to the public realm and avoid blank walls and backs of buildings facing streets and spaces. Where backs and rear gardens are exposed opportunities should be taken to locate new development facing outwards to public areas. The potential key spaces could include:-

- Sensitively re-modelled public realm space fronting the Town Hall and Public Hall through planting and layout to allow views of the historic buildings from The Broadway in addition to enhancing existing pedestrian routes from The Broadway to the Town Hall / Public Hall.
- Private / semi private open space associated with new development within the Car Park area which will link between the Town Hall, Library and proposed development on the Car Park.
- Sensitively re-modelled public realm space adjoining the Library.

6.4.3. Through the provision of open spaces, consideration of the proposed street furniture, signs and lighting should be incorporated into the layout and design at an early stage. The design and materials should be in keeping with both the proposed development and the surrounding area, respecting the conservation areas and listed buildings both within and adjoining the site. Landscaping of open space provisions is required to be of a high quality.

6.4.4. Additionally, proposals for new lighting and signage regimes should be co-ordinated in the open space to the front of the Town Hall, with consideration to provide floodlighting to the principal elevation of the building (all or in part, subject to other planning considerations such as effect on residential amenity, etc.)

6.4.5. **Management And Maintenance**

6.4.6. Through the provision of open space, the Council seeks the creation of an environment which can be maintained over the long term. The Council will therefore need to be assured that management arrangements for all open spaces are robust and efficient and take an overall approach to preserving high quality amenity in both the public and private realms. The Council will expect a developer to enter into a legal agreement to ensure that open space is maintained appropriately. The Council may also seek to participate in such management schemes.

6.5 **PUBLIC ART**

6.5.1. The existing fountain is a recognised and important feature of the open space to the front of the Town Hall and should be retained. The remodelling the Public Square to the front of the Town Hall also provides the opportunity to display temporary exhibitions, civic features and public art. This will be actively encouraged by the Council.

6.6 TREES

- 6.6.1. There are a number of trees within and at the edge of the site, including the two willows situated immediately behind the rear of the east side of Hatherly Gardens. The retention and management of these present the opportunity to enhance the quality of the environment. Planning applications involving development proposals which affect trees should be accompanied by a tree survey. This survey should identify the siting, species and size of all existing trees; and set out the trees that will be retained, and any proposals to cut down, top or lop any trees, and proposals to plant new trees.
- 6.6.2. For trees in the conservation area that are not the subject of Tree Preservation Orders, there is a requirement to give the Council 6 weeks notice, before cutting, topping or lopping a tree. This requirement does not apply to small trees and ones that are dead, dying or dangerous.

6.7 VIEWS

- 6.7.1. The Council will seek to protect and where possible enhance local views, vistas, panoramas and views of landmarks. Locally important views are detailed under **Policy DES 4.1**. Of particular significance to the Town Hall / Public Hall is the strategic viewing corridor of St. Paul's Cathedral from Alexandra Palace detailed within **Policy DES 4.2**. In addition, views from The Broadway towards the Town Hall / Public Hall should be retained and enhanced.

6.8. COMMUNITY SAFETY

- 6.8.1. The Council actively encourages development which accords with 'Secure by Design' principles. Natural surveillance of public spaces, avoidance of unsighted areas / blind corners and high quality lighting are of particular importance. Any proposed pedestrian routes and entrances to the Town Hall / Public Hall and any future new build accommodation to the rear of the Town Hall / Public Hall should be capable of being overseen from adjacent buildings.
- 6.8.2. The provision of adequate visibility splays and lighting, within both the open space to the front of the Town Hall / Public Hall and further areas of open space / landscaping within the new build development, are important in assisting safety and security for pedestrians, especially at night.
- 6.8.3. Any future development / re-use proposals must have regard to the Councils current UDP policies in relation to designing out crime which is covered by **Policy RIM 1.7** and **draft SPG 5: Safety By Design**.

7 INFRASTRUCTURE AND ENVIRONMENTAL CONSIDERATIONS

7.1. GROUND CONDITION / CONTAMINATION

- 7.1.1. No ground condition surveys of the site have been undertaken. A survey will be required and, if appropriate, a remediation strategy agreed with the Council's Environmental Services Department. It has been recognised that there is asbestos on site; however, no other hazardous substances have been detected. Refer to the council's **SPG 8b: Materials** for further advice.

7.2. NOISE

- 7.2.1. New development proposals must consider the impact of noise generation on neighbouring residential properties, and must comply with the requirements set out in PPG24 "Planning and Noise". In particular consideration should be given to the impact of noise generation from the Public Hall if re-used as a performance venue.

7.3 UTILITIES AND DRAINAGE

- 7.3.1. Detailed information on existing utilities and drainage and consideration of further infrastructure linked to future capacity issues should be addressed to the Council's Building Control service.

8 ACCESS AND PARKING

8.1. ACCESS

8.1.1. There are a number of established vehicular and pedestrian access points to the site, refer to **figure 3**. Having regard to these and the potential for re-use and development of the Town Hall site the following access considerations will apply:-

- The needs of pedestrians, cyclists and people with disabilities must be catered for.
- Vehicular access to the front of the Town Hall / Public Hall from Hatherley Gardens should be retained.
- The principal vehicular access / egress point for any new build development to the rear of the Town Hall / Public Hall should be via Haringey Park. A secondary access / egress point could be provided from Weston Park.
- The principle pedestrian access points will be from The Broadway and Haringey Park.
- All servicing must take place within the curtilage of the site and service vehicles must be able to enter forwards and turn within the site. Access points for servicing should be provided from Haringey Park and Hatherley Gardens.
- The Current access for servicing / car parking to the rear of the Library will be retained and improved.

8.1.2. The scheme proposed should also include appropriate facilities for the storage and collection of refuse without detriment to occupiers of the site or surrounding properties. **Draft SPG 7b: Vehicle and Pedestrian Movement** provides general guidance on refuse collection, and further information is contained within in the code of Practice for Refuse Storage that can be obtained from the Council's Contract and Construction Services.

8.2 CAR AND CYCLE PARKING

8.2.1. Car and cycle parking provision, including disabled parking should be considered in accordance with the parking standards set out in the Haringey Unitary Development Plan Revised Deposit Consultation Draft Sept 2004. Where relevant, the low / medium public transport accessibility rating for the site should be used to define the appropriate parking standards. In the absence of a standard for a particular use the level of parking will be assessed on an individual basis.

8.2.2. In addition to standards, Policy TSP 7.7 of the adopted plan considers the potential for car-free residential development. However, it is unlikely that it would be appropriate in this instance given the low / medium accessibility rating of the site and the lack of controlled parking in the surrounding area.

- 8.2.3. Where car parking is provided in relation to any development at the rear of the Town Hall, it should be attractive and safe. It may be appropriate to develop underground parking, but must be attractive and safe.

8.3. TRANSPORT ASSESSMENT AND PARKING

- 8.3.1 Depending upon the intensity of the proposed development, there may be the requirement for a Transport Assessment (TA) detailing the likely impact on the local network, parking arrangements, availability of public transport etc. In that instance parking provision should be considered in light of the Council's parking standards contained in Haringey's Revised UDP. Where standards cannot be applied, the TA would inform the level of parking provision. Guidance of the need for and scope of a Transport Assessment is detailed in Appendix A of the transport chapter of the adopted UDP and **draft SPG 7d: Travel Assessments**.

8.4. TRAVEL PLAN

- 8.4.1. Again, depending on the intensity of the proposed development, there may be the requirement for the submission of a travel plan to support any proposal. The precise content of a travel plan would depend on the scale and type of development. Guidance on the need for and content of a travel plan is provided in **draft SPG 7c: Travel Plans**.

8.5. PEDESTRIANS AND CYCLISTS

- 8.5.1 The overall re-use and development scheme for the site should be designed so that it is genuinely accessible by foot and cycle. Pedestrian and cycle access should therefore be given priority in the design of the internal circulation space to provide a movement framework that is safe for all users. Wherever possible, links to the town centre and surrounding area should also be reinforced.

8.6. DISABILITY ACCESS

- 8.6.1. Compliance with the National Disabilities Standards will be required, in line with current Government guidance through the Disability Discrimination Act and both current and emerging Council Guidance. Current Council guidance on access and facilities for people with disabilities is detailed within the adopted UDP under **SPG 1.6 Access For All – Standards Required for People with Disabilities**. Emerging guidance is detailed within **draft SPG4 Access For All – Mobility Standards** under the draft revised UDP.
- 8.6.2. The development must be designed so that it is fully accessible to people with disabilities and should therefore include disabled parking bays on site in addition to other parking provision.

9. IMPLEMENTATION

9.1. THE REQUIREMENT FOR COMPREHENSIVE DEVELOPMENT

- 9.1.1. Once the brief is adopted as Supplementary Planning Guidance, the Council as landowner will work in partnership with an appointed developer and / or established trust to achieve a comprehensive scheme for the re-use and development of the brief site. A comprehensive scheme is essential in order to realise the Council's vision for the site, ensure the right balance of uses, complementary design and meet the objectives of this brief.
- 9.1.2. In its role as a Local Planning Authority, the Council is likely to refuse planning permission where a comprehensive scheme is not proposed. This is because a piecemeal proposal could prejudice the Council's objectives for the Town Hall and associated buildings, in that it could lead to the development of high value land uses such as residential without delivering the required outputs of restoring the Town Hall, improving the environment and providing employment and other community benefits.

9.2 PLANNING SUBMISSIONS

- 9.2.1. Any application for planning permission should be detailed, and include the individual development projects, which would form part of a comprehensive proposal. Planning applications should also demonstrate consideration of any future development approved and proposed within adjoining property. For example, any development proposal for the rear of the Town Hall should have regard to the development approved at the rear of 13-17 Haringey Park (as detailed earlier in relevant planning history).
- 9.2.2. All applications, for planning permission, conservation area consent, and listed building consent should be accompanied by: -
- An Urban Design Statement (guidance is provided in **draft SPG1a: Design Guidance and Design Statements**).
 - Sustainability Statement (guidance is provided in **draft SPG 9: Sustainability Statement**).
 - Transport Assessment (guidance is provided in **draft SPG7d: Travel Assessments**).
 - Green Travel Plan (guidance is provided in **draft SPG7c: Travel Plans**) (if targets set out in the Green Travel Plan are not reached then failsafe payments will be required).
 - Tree Survey (as appropriate).
 - Special Cultural Interest Assessment (The use of such analysis is described in *Conservation Plans in Action* (ed. Kate Clark, English Heritage, 1999)).

9.3 PLANNING OBLIGATIONS

- 9.3.1. The Council's draft SPGs 10, 11, 12, 13 and 14 relate to planning obligations and should be referred to. It is likely that appropriate legal agreements will be required in order to progress the future re-use and / or redevelopment of the brief site, with precise details dependent on the content of development proposed.

9.3.2. Such agreements are likely to cover the following: -

- Level, and type, of Affordable Housing.
- Public Realm improvements to the Open Space fronting the Town Hall and adjoining Hornsey Library.
- Off-site highway improvements, including works to nearby road junctions.
- Educational payments.
- Listed Building refurbishment details.

9.4. RECORDING

9.4.1. Before embarking on projects for the re-use of the Town Hall and Associated Buildings promoters are advised to commission a suitable photographic record of any areas to be affected, and a similar record of constructional and other details as these are exposed during workings. These should be deposited in the National Monuments Record, local archive collection and with the building archive.

APPENDIX I

SUMMARY OF PUBLIC CONSULTATION EXERCISE

PUBLIC CONSULTATION

THE PROCESS

The draft Planning Brief has been the subject of public consultation.

The Consultation period started on the 18th October and ended on the 29th November 2004. All comments received were considered and reported to the Council's Planning Area Sub Committee and the Executive before the draft Brief was adopted as supplementary planning guidance.

The public consultation comprised the following: -

- An exhibition at the Hornsey Library
- 2500 summary leaflets were distributed to local residents and businesses. This gave details of the draft Brief and advised about the consultation events. The leaflet also included a questionnaire, which could be returned pre-paid and gave an opportunity to make further comments
- Statutory bodies (including English Heritage), amenity societies and local community organisations were individually consulted
- The Hornsey Town Hall Advisory Committee
- The draft Brief was presented at the Crouch End, Stroud Green & Hornsey Area Assembly on 18th October, 2004
- The Hornsey Town Hall Advisory Panel has been regularly attended and advised about the draft Brief and updated about progress
- A press release in the Hornsey Journal
- The draft Brief has been made available on the Council's web site
- MPs and all Ward Councillors were consulted
- The draft Brief was the subject of an internal consultation within the Council
- All consultation material, including the planning brief, was made available in different forms and languages.

THE RESPONSES, RESPONDENTS & RECOMMENDED CHANGES

All responses in respect of the public consultation were assessed and considered. Where appropriate, the draft Planning Brief has been amended to reflect the consultation responses.

728 questionnaires were returned. A summary of the responses that were received in respect of each of the 8 questions raised in the questionnaire and the Council's response are summarised in Appendix 2. Pie charts also indicate the two issues most frequently raised by the public. A summary of other key issues raised, the Council's response and the recommended changes to the draft Brief are also included in Appendix 3.

In addition to the questionnaires, individual responses were received, notably from the following: -

- English Heritage
- Hornsey Town Hall Trust Ltd
- The Twentieth Century Society
- The Theatres Trust

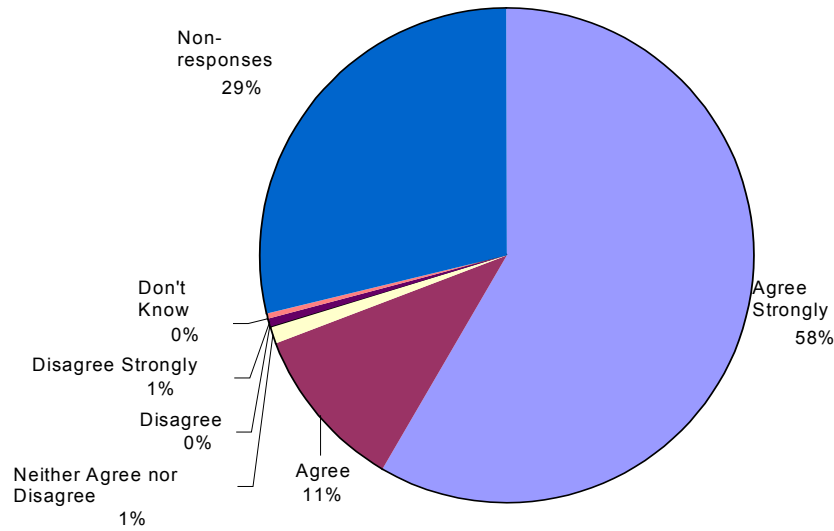
THE MOST PROMINENT ISSUES RAISED RELATED TO THE FOLLOWING;-

- The Town Hall should be given to the Hornsey Town Hall Trust
- Car park should remain in use as a car park and development should not be encouraged here
- The Public square should be used as a farmers market
- The need to protect the character of the Town Hall and Conservation Area
- Mixed uses should be encouraged
- There should be no more residential
- The need to minimise the use of the car
- The need to improve the buildings and the Public Square
- Support for the use of the building/s for arts, cultural (including a cinema and theatre), sports/leisure, educational, workshops, community purposes, youth facilities and for health purposes.

APPENDIX 2

RESPONSES TO THE 8 QUESTIONS RAISED IN THE QUESTIONNAIRE & THE 2 MOST FREQUENTLY QUESTIONS RAISED BY THE PUBLIC

Q1 - Protect the character of the Town Hall & Conservation Area

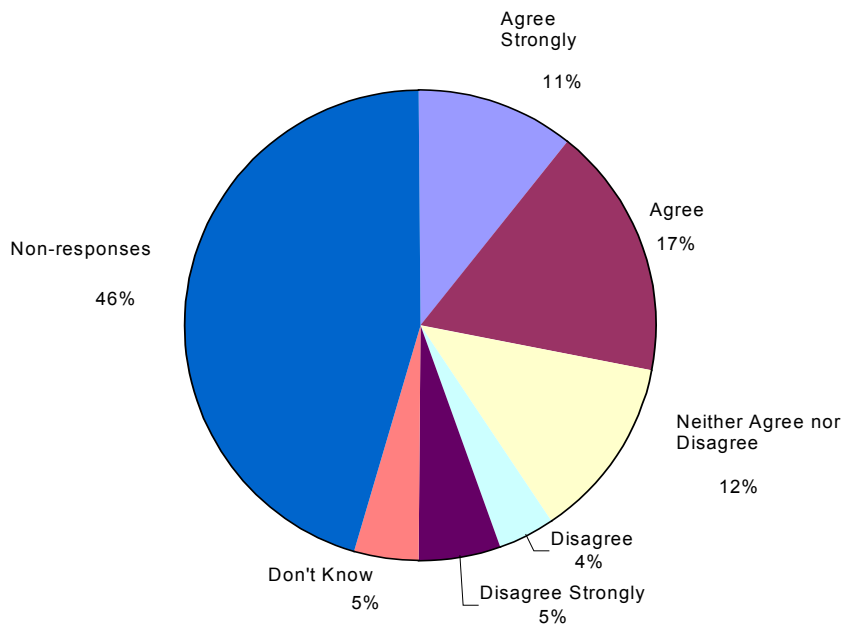


69% agreed/agreed strongly that the character of the Town Hall and Conservation area should be protected.

No change to the brief is proposed since the brief already seeks to achieve this.

496 people answered

Q2 - Demolish any building/s (notably the rear annexe), which detracts from the character of the Town Hall to facilitate new development

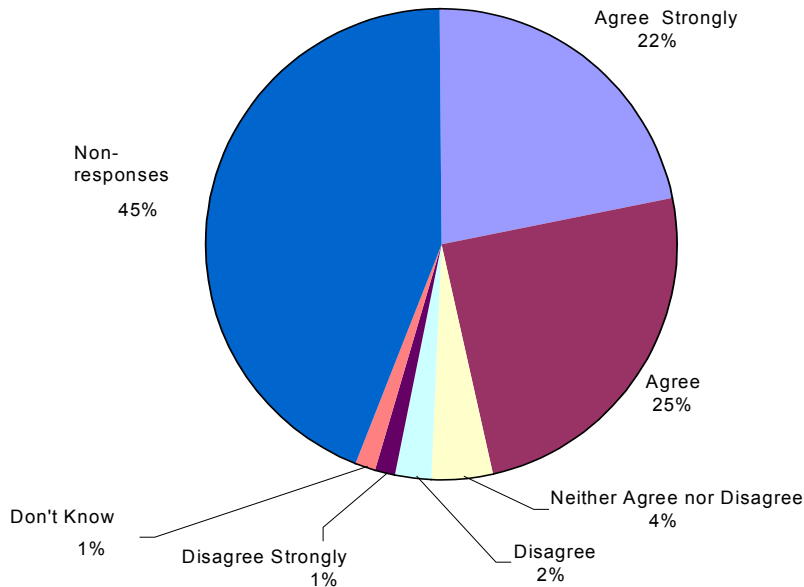


46% did not have a definite view about this point. 196 respondents agreed strongly/agreed and 66 disagreed strongly/disagreed.

No change to the brief is proposed. The brief states that, subject to consultation with English Heritage, buildings that are not considered to be of any historic or architectural value may be demolished.

380 people answered

Q3 - Encourage a mix of different uses which help promote economic development and the overall enhancement of the town centre

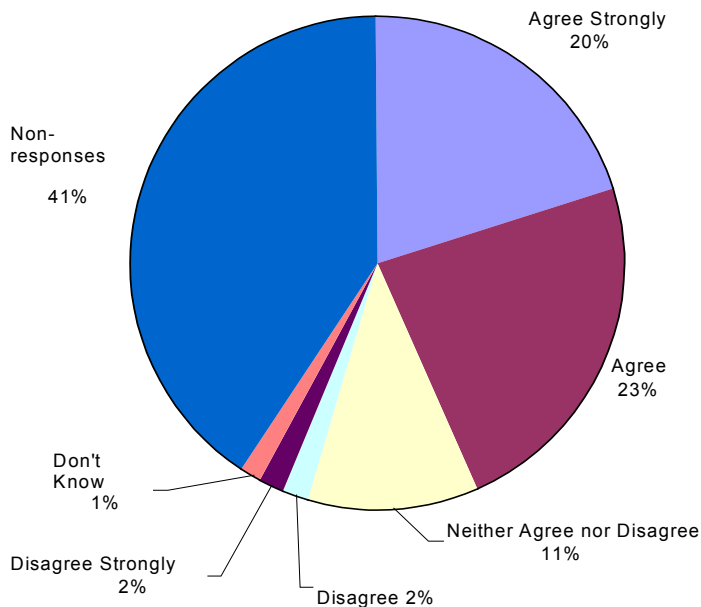


45% did not express a view but the majority of those who did respond agreed with encouraging mixed uses to help promote economic development.

No change to the brief is proposed. The brief seeks to achieve this.

389 people answered

Q4 - The need to attract and retain employment generating uses within the area

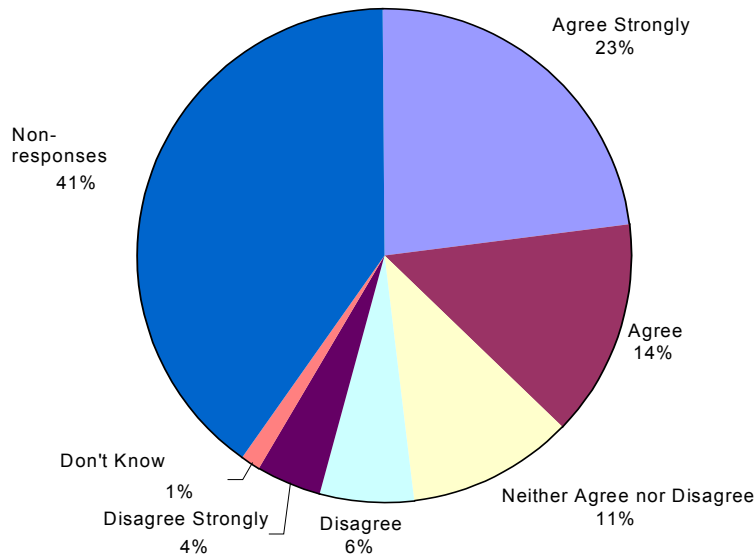


The vast majority of respondents did not express a view, but the majority of those who responded agreed with the need to attract and retain employment uses.

No change to the brief is proposed. The brief seeks to achieve this.

428 people answered

Q5 - Minimise the use of the car and encourage walking and cycling

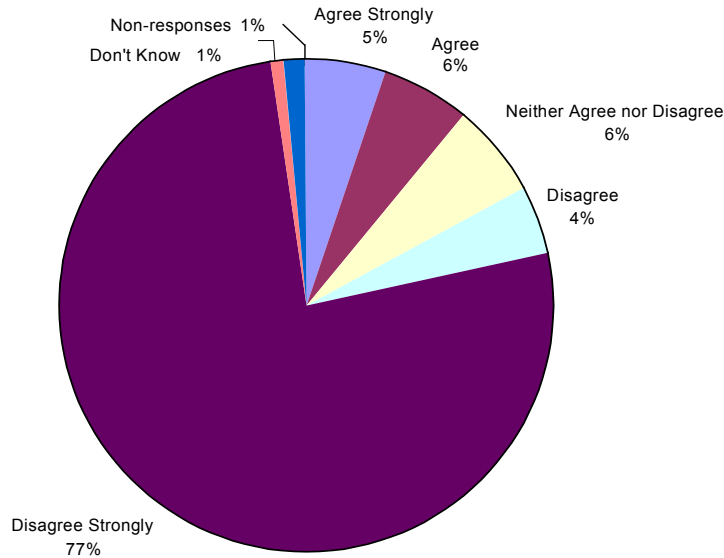


41% of people did not express a view, but the majority of those who did respond strongly agreed with the need to minimise the use of the car, and encourage walking and cycling.

No change to the brief is proposed. The brief seeks to achieve this.

431 people answered

Q6 - Encourage development at the rear car park for commercial use, possibly residential, in order to support the preservation/refurbishment of the Town Hall.

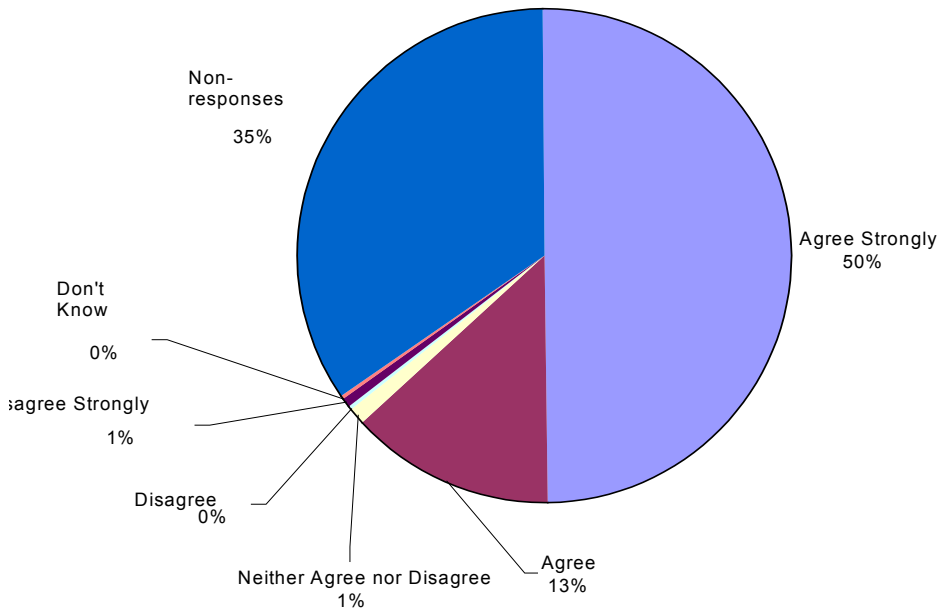


An overwhelming majority of respondents disagreed strongly with encouraging development at the rear car park.

No change to the brief is proposed. The brief does not encourage or prohibit development at the car park. Whilst it states that the car park can potentially be developed, this must be done within the stated parameters. For example, any development must not adversely impact on the setting of the Listed Buildings, the character of the Conservation Area and the amenities of adjoining residential occupiers. Also, the car parking needs of any future uses must be considered.

714 people answered

Q7 - Improve the area around the buildings including the public square

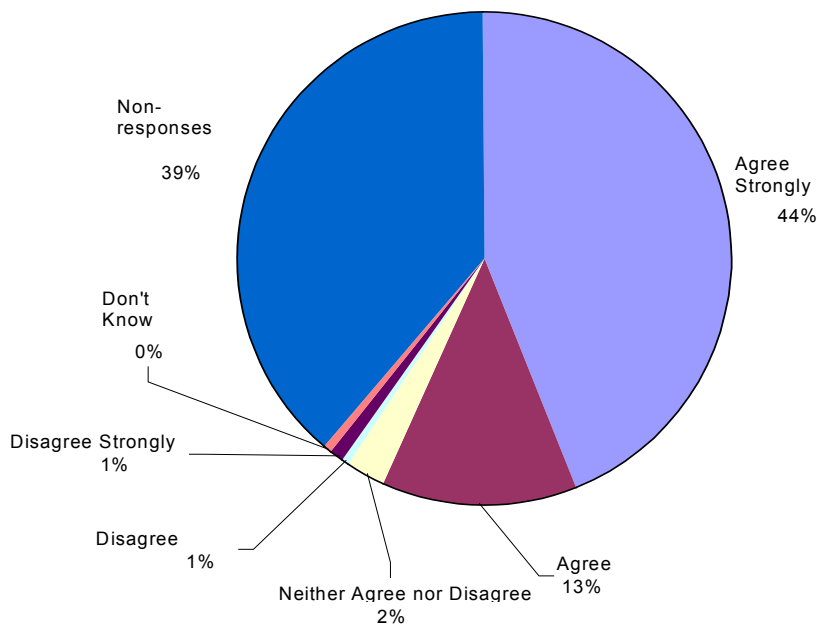


The vast majority of respondents agreed strongly with the need to improve these areas.

No change to the brief is proposed. The brief seeks to achieve this.

472 people answered

Q8 - Support the development of new community facilities if possible

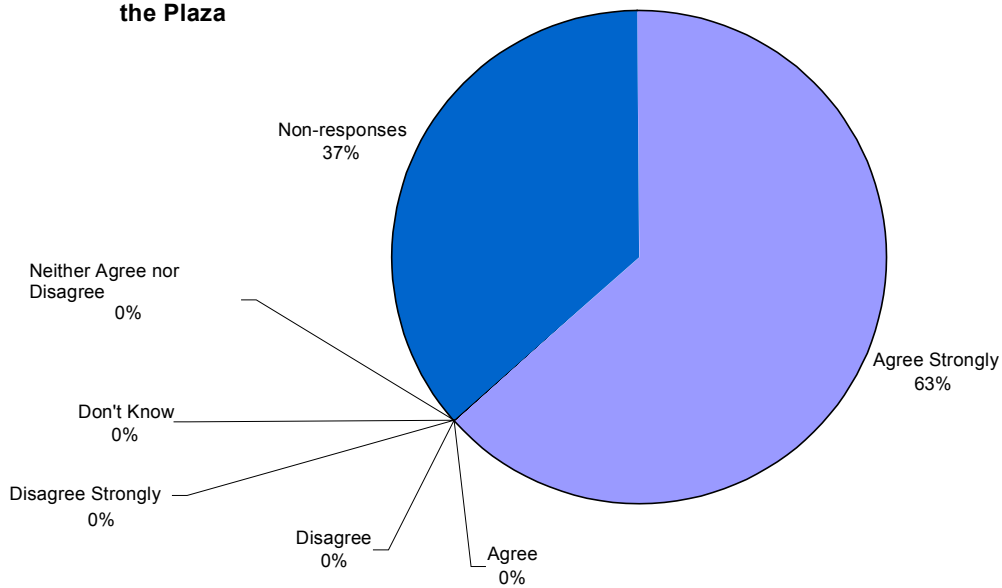


The majority of respondents agreed strongly with the development of new community facilities.

No change to the brief is proposed. The brief seeks to provide such facilities.

442 people answered

Q9 - Create a cultural and community centre, open the Town Hall car parks and reclaim the Plaza

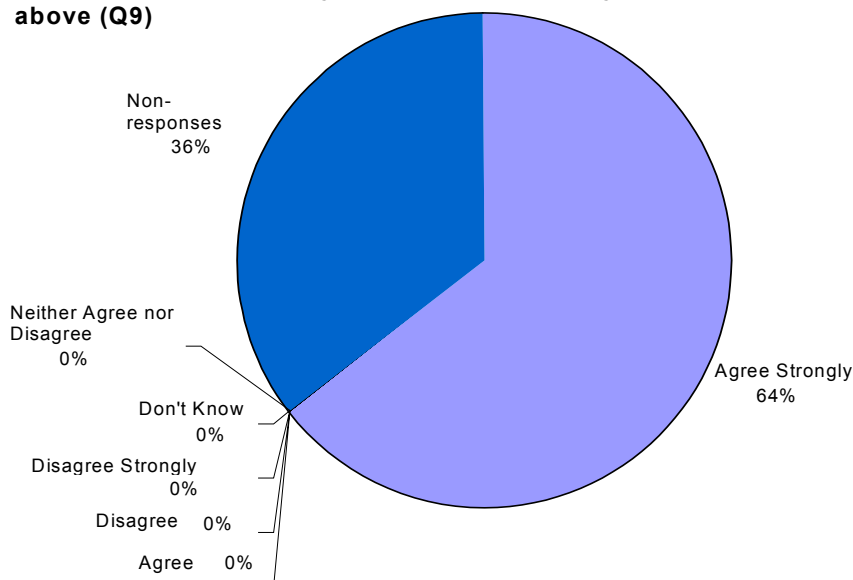


456 responses were received agreeing strongly with this point.

No change to the brief is proposed. The brief seeks to provide a mixed-use development, including community and leisure uses. The brief also seeks to improve and make better use of the Public Square for the benefit of the public. The brief cannot be definitive about the future need of the car park since this will be dependent on the types of uses proposed in the future at the site. The council's car parking requirements, as set out in the revised UDP, requires that a Transport Impact Assessment will need to be carried out for any future proposal to use the site for leisure uses such as cinemas. Also, the car park is currently used for such and the brief does not preclude the continued use of such.

456 people answered

Q10 - Hand over Hornsey Town Hall to Hornsey Town Hall Trust to accomplish the above (Q9)



464 responses were received agreeing strongly with this point.

No change to the brief is proposed. This is not a planning issue to be addressed as part of this planning brief, but rather must be considered as a separate property issue.

464 people answered

APPENDIX 3

**SUMMARY OF ISSUES RAISED, RESPONSES &
RECOMMENDED CHANGES**

	ISSUES RAISED	COUNCIL RESPONSE	RECOMMENDED CHANGE
1.	<p>33 replies supporting the use of part of the site as a farmers market-notably at the public square fronting the Town Hall. 1 reply stating no farmers market.</p>	<p>No change to the brief is proposed. Planning permission was granted for a farmers market in 2003. The brief states that a farmers market is an acceptable use at the Public Square.</p>	<p>No change.</p>
2.	<p>A number of replies objecting to the provision of more residential dwellings – the infrastructure in the area cannot support more.</p> <p>Also, a few responses supporting residential, but only if it is affordable and low cost housing, and also opposing affordable housing.</p> <p>The upper floors of Broadway Annexe could be used for residential, which would also help improve security.</p>	<p>Given the sites location a mixed use scheme, including flats, is an acceptable use in principle. The brief identifies those parts of the building/land where residential would be appropriate, and sets out the parameters for development as such. Also, any development at the site must be economically viable to preserve the integrity of the listed buildings. The impact on infrastructure will be taken into consideration as part of any planning application, but the brief advises about the type of contributions that may be required from developers to help mitigate against any potential impact.</p> <p>The brief sets out the planning policy approach to affordable housing, including housing for rent, which is based on policy HSG4 of the draft revised UDP and SPG 11: Affordable Housing.</p> <p>The brief states that the retention of Broadway Annexe for employment is preferable. However, subject to there been no demand for continued employment use, the upper floors of Broadway Annexe could be considered for use as residential. This would help improve security by providing overlooking at night, when other uses close. Therefore the brief could be amended in this respect.</p>	<p>Add to paragraph 5.6.1 “However, if there is no need for employment uses here then there are advantages in using the upper floors for residential in order to overlook the Public Square and thereby providing a measure of security at night.”</p>

3.	Support for the use of the building/s for arts, cultural (including a cinema and theatre), sports/leisure, educational, workshops, community purposes, youth facilities and for health purposes.	No change to the brief is proposed. The brief does not preclude these uses in principle and specifies where these uses could most appropriately be located. The brief supports a mixed use development because of the sites town centre location and in the interest of providing a sustainable development.	No change.
4	<p>The rear car park could be used for non-free car parking and should not be developed.</p> <p>Building on roads will mean more congestion on neighbouring roads.</p> <p>Car parking will support the use as a cinema or theatre if built.</p> <p>Further residential will require more car parking. The entire area should be car free.</p>	No change to the brief is proposed. The brief does not encourage or prohibit development at the car park. Whilst it states that the car park can potentially be developed, this must be done within the stated parameters. For example, any development must not adversely impact on the setting of the Listed Buildings, the character of the Conservation Area and the amenities of adjoining residential occupiers. Also, the car parking needs of any future uses and the impact of traffic on neighbouring roads must be considered. The brief requires that a full transport impact assessment be carried out and submitted as part of any future development proposal. Such an assessment will help evaluate future car parking requirement and any impact from traffic.	No change.
5.	No use as a skate park. Provide recreational space for young people such as skateboarding.	Given its town centre location the use of part of the site for leisure and recreation is acceptable in principle. However, it is considered that the Public Square should be retained and available for use by general members of the public, and potentially used as a farmers market and small-scale restaurant/café. Also, using the rear car park as a skate could potentially cause noise, activity and disturbance to the detriment of the amenities of	No change.

		neighbouring residential and the use of the library. It is likely that use as a skate would not be compatible and conflict with other potential uses at this site. Therefore a specific reference to a skate park in the brief is not considered appropriate.	
6.	Retain the use of the Town Hall for the public benefit and don't sell to developers.	No change to the brief is proposed. The brief states that a mixed of uses, including those benefiting the general public, are acceptable in principle. In respect to selling the site to developers this is not a planning issue to be addressed as part of this planning brief, but rather must be considered as a separate property issue.	No change.
7.	More restaurant and bars, including a café and more active uses for the Public Square. Also, responses stating no more bars and restaurants.	The brief already advises about where more A3 uses (restaurant/café/bars/pubs) could appropriately be located. Given its location and the potential for uses such as for arts, culture, entertainment, these types of uses may be acceptable.	No change.
8.	Provide attractive open spaces for dining and recreation.	The brief does not preclude such uses and considers that the Public Square should be used as public space. There is also potential to provide private and semi private open space as part of any new development proposal.	No change.
9.	Ensure 18 hour use and activity.	The hours of use considered acceptable for any proposed uses can more appropriately be considered and determined at planning application stage: when detailed proposals are put forward. The appropriate hours of use for any future use will be dependent on factors such as the type of use proposed, the relationship with other uses and the impact from noise/activity on neighbouring amenities. Conditions, controlling the hours of use,	No change.

		will be attached to any planning permission for development granted at the site.	
10.	Development should include a decent supermarket.	The brief advises about the appropriate level of new retail uses.	No change.
11.	Retain the Town Hall for its original use and as a civic square.	The Council will be relocating staff from the Town Hall to its central offices in wood Green and the majority of the buildings are surplus to the Council's future requirements. Also, in planning terms a mix of uses are considered to be acceptable at the Town Hall.	No change.
12.	Support any development that is environmentally and financially sustainable.	The stated objectives of the brief support a sustainable development at the site.	No change.
13.	The proposed development will create further congestion, pollution, parking problems, noise, overcrowding etc.	The brief ensures that these issues will be taken into account if and when any development proposal is submitted in the future.	No change.
14.	No 7 Hatherly Gardens should be included in the brief because its omission substantially reduces its 'endowment'.	No change to the brief is proposed. This is not a planning issue to be addressed as part of this planning brief, but rather must be considered as a separate property issue.	No change.
15.	There is potential for a linked retail use at the Mews Studio.	Given its location there is potential for retail use at the Mews Studio.	Amend paragraph 5.9.1. by stating that there is potential for retail use here.

OTHER RESPONSES

1. ENGLISH HERITAGE

English Heritage has made some minor points largely relating to points of fact and law relating to listed buildings.

These points have all been taken on board and the brief was amended accordingly.

2. THE TWENTIETH CENTURY SOCIETY

Generally supportive of the planning brief because it addresses all relevant issues with regard to the listed status of the building. They stress that a single/public use of the Town Hall would be preferable to conversion into residential. Also, the setting of the listed Public Library is important to recognise.

No amendments to the brief were considered necessary.

3. HORNSEY TOWN HALL TRUST LTD

Hornsey Town Hall Trust Ltd was set up following the mandate of a petition signed by 5000 local people and have made 22 separate comments to the draft Brief.

Each of these comments were considered and where appropriate the planning brief was amended.

4. THE THEATRES TRUST

The Theatres Trust are generally supportive of the planning brief. They agree with the principle of encouraging a range of uses that draw vitality of the Broadway back into the site, whilst preserving the special interests of the listed building. They also agree with the comprehensive approach to the site.

They would like to see a form of theatrical provision or community use proposed and encouraged within the Public Hall and are pleased to see appropriate uses for the Hall as set out in the brief.

No amendments to the brief were considered necessary.

