

## **Pre-application briefing to Committee**

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

**Reference No:** PRE/2017/0147

**Ward:** Crouch End

**Address:** Hornsey Town Hall The Broadway N8 9JJ

**Proposal:** Refurbishment and change of use of the Hornsey Town Hall from B1 Use Class and sui-generis to a mixed use scheme comprising a hotel (Use Class C1), food and beverage uses (use classes A3 and A4), community uses (Use Class D1 and D2) and co-working uses (Use Class B1). Removal of east wing extension and erection of east wing roof extension. Use of the northwest roof of Town Hall as a roof terrace. The erection of a 7 storey building and part 6, part 7 storey building comprising 120 residential units to the rear and associated car parking at basement level. Change of use of the ground floor of Broadway Annex to food and beverage use (Use Class A3 and A4) and change of use of the first and second floors to residential use comprising 16 units. The erection of a residential mews block to the rear of the Broadway Annex comprising 9 residential units. Alterations and landscaping improvements to the Town Hall square and open spaces. Demolition of the Weston Clinic building.

**Applicant:** Far East Consortium

**Agent** Collective Planning

**Ownership:** Private/Council

**Case Officer Contact:** James Hughes

### **2. BACKGROUND**

2.1 The proposed development is being reported to Planning Sub Committee to enable members to view it at an early stage. Any comments made are of a provisional nature only and will not prejudice the final outcome of any planning application submitted for formal determination. It is anticipated that the proposal will be presented to the Planning Sub-Committee in late 2017. The applicant is engaged in pre-application discussions. These discussions are following a 'competitive dialogue' procurement process in 2016, which was conducted entirely independently from the Planning process, in which the applicant emerged as the successful bidder.

### **3. SITE AND SURROUNDS**

3.1. The site is located on the east side of the Crouch End Broadway and is 1.3 Ha in area. The site is irregular shaped and is bounded by Hornsey Library

and Haringey Park to the south, and primarily Edwardian residential development to the north and east. It is bounded by Hartherley Gardens, and the Crouch End Broadway and various commercial uses to the west.

- 3.2. The key buildings on the site are the Hornsey Town Hall, the Weston Clinic Building, and the Broadway Annex building. The Hornsey Town Hall Building is statutory listed Grade II\*. The Broadway Annex building and the library are statutory listed Grade II. The site also contains green space (including the Town Square fronting the Town Hall) and surface car parking.
- 3.3. The site is located within the Crouch End District Centre and Crouch End Conservation Area. The site also lies within the Landmark Viewing Corridor to St. Pauls Cathedral and within its Wider Setting Consultation Area. A locally protected view from Parkland Walk crosses the site. The Town Hall and its environs are well served by the bus network – the site attracts a PTAL rating of 3. Controlled Parking Zone (CPZ) CE-A surrounds the site and CPZ CE-B lies to west.
- 3.4. The site lies within SA48 (Hornsey Town Hall) pursuant to the emerging Site Allocations Development Plan Document (DPD). The pre-application site excludes a small allocated area west of the Hornsey Library. The site allocation SA48 promotes “restoration of the existing listed buildings to create a sustainable future use for these buildings which complement Crouch End District Centre, with enabling residential development on the car parking areas.”
- 3.5. The allocation also notes that planning permission was granted in 2010 (for a refurbishment of the existing Town Hall, with an element of enabling residential development) and that “new uses will be considered by the Council, with the aim of finding a use that benefits the vibrancy and vitality of Crouch End District Centre. Sensitively designed residential development which appropriately enables this refurbishment will be considered”.

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

- 4.1 The development proposals comprise:
  - The change of use of the Hornsey Town Hall to a hotel use (with Use Class C1) and a community centre, food and beverage use, and co-working spaces. Refurbishment and restoration of the Town Hall. Insertion of co-working floor space within the west roof of the Assembly Hall.
  - Removal of a roof extension on the southern side of the East Wing of the Town Hall. Erection of a symmetrical roof extension (containing hotel space) on the north and south side of the East Wing of the Town Hall. Provision of a terrace on the north-western roof of the Town Hall.

- Change of use of ground floor of Broadway Annex East to restaurant (A3/A4) use and change of use of first and second floors to residential use comprising 16 units. Rear extension to the Broadway Annex.
- Erection of 120 new build residential units comprising two blocks at the rear of the Hornsey Town Hall. These are proposed to be located south of the East Wing of the Town Hall (Block B – 7 storeys/41 units) and along the eastern plotline of the pre-application site (Block A – Part 6/Part 7 storeys – 79 units).
- Erection of 9 residential units to the rear of the Broadway Annex.
- Landscaping and improvements to the Town Square and the open spaces within the site. Provision of a new public green space ('the Town Hall gardens') to the south of the council chambers.
- The applicant's proposal incorporates the shared use of spaces within the Town Hall building to allow the hotel operator and local arts and community groups to use designated areas of the Town Hall at different times. This shared use arrangement is proposed to be managed by a separate legal agreement and the applicant intends to appoint an operator to administrate the shared use element of the proposal.
- The planning application is proposed to be accompanied by applications for Listed Building Consent for works to the listed Town Hall and the Broadway Annex buildings. The applicant proposes to demolish the Weston Clinic building.

## 5. PLANNING HISTORY

5.1 The site has an extensive planning history. The key applications relevant to the pre-application are below:

- HGY/2010/0500 - *Refurbishment and conversion of the Town Hall Building comprising alterations, extension and change of use from B1 (Business) and Sui Generis to a mixed use scheme incorporating: D1, D2, A3 & A4 and retaining existing B1 and Sui Generis uses and new residential development comprising 123 No. units in total (35 x 1 bed flats, 61 x 2 bed flats, 20 x 3 bed flats, 3 x 4 bed flats and 4 x 4 bed houses) and associated car parking at basement level, including residential accommodation in the existing Town hall (East Wing and Link Building), the Broadway Annexe (West Part) and Mews. Granted December 2010*
- HGY/2010/0501 – *Listed Building Consent in association with planning consent – granted HGY/2010/0500*

- HGY/2010/0502 – *Conservation Area Consent for the demolition of existing buildings in association with planning consent HGY/2010/0500 - granted December 2010.*
- In 2013, three Section 73 planning applications for minor material amendments to 2010 planning, listed building and conservation area consents (as listed above) were submitted, which sought variations to a number of conditions to these consents, all of which were approved in September 2013, as follows:
  - HGY/2013/0694 – *variation of conditions attached to planning permission reference HGY/2010/0500*
  - HGY/2013/1384 - *variation of conditions attached to conservation area consent reference HGY/2010/0502*
  - HGY/2013/1383 – *variation of conditions attached to listed building consent reference HGY/2010/0501*

## 6 CONSULTATION

### *Internal/External Consultation*

6.1 This scheme is currently at pre-application stage and therefore no formal consultation has been undertaken. Given the heritage issues, officers have met with Historic England Inspectors on three occasions during the pre-application process. Historic England will be formally consulted at application stage, but provided pre-application comments to the applicant on 6<sup>th</sup> July 2017. These pre-application comments are attached as **Appendix 1**. Historic England (HE) is supportive of the scheme in principle and raises no objection to the internal refurbishment works to the Grade II\* Town Hall at this juncture in the development process.

6.2 The applicant has undertaken non-statutory public consultation during the pre-application process. Four consultation events were held at the Hornsey Town Hall itself on 18<sup>th</sup> May, 20<sup>th</sup> May, 6<sup>th</sup> July and 8<sup>th</sup> July 2017.

### **Development Management Forum**

6.3 The proposal will be presented at DM Forum on 10<sup>th</sup> July 2017. A note of the issues raised will be tabled on the night of Planning Sub-Committee.

### **Quality Review Panel**

6.4 A previous version of the proposal was assessed by the Quality Review Panel (QRP) on 17<sup>th</sup> May 2017. A summary of the QRP feedback on the initial scheme is below.

*“The Quality Review Panel warmly supports the proposals to restore and refurbish the Town Hall, and bring it back into positive use. They support the approach that the design team have taken to the adaptation and renovation of the Town Hall building.*

*However, the panel feels that fresh thinking is required for the design of the new blocks of residential accommodation to the east and south of the site, and the public and private spaces between them. The panel feels that the proposed massing of the new blocks is too high, and that the scale of Block B in particular would cause significant harm to the listed Town Hall. The footprint and configuration of the new blocks also requires further consideration, whilst the quality of public spaces between the blocks needs to be improved.”*

6.5 Following the QRP review of 17<sup>th</sup> May 2017 (and in response to Historic England Inspectors) the applicant has made amendments to the initial scheme.

## **7 MATERIAL PLANNING CONSIDERATIONS**

7.1 The main planning issues raised by the proposed development are considered below:

### *Principle of the development*

7.2 The development proposal is considered to meet the general site requirements of SA48 in the Council’s Site Allocations DPD and the land uses are broadly acceptable in principle subject to the provision of further details. The principle of demolition of the Weston Clinic building and introduction of new build development on the site are also considered broadly acceptable subject to rigorous policy assessment on a host of design and heritage issues.

### *Design and Appearance*

7.3 The current arrangement proposes a 7 storey new build block (Block B) orientated to adjoin the Town Hall to the south of the East Wing. A second pavilion-style new build block is proposed to align with the eastern plotline of the site (Block A). The layouts of the blocks are generally within the previously approved footprints, although Block A has a slightly elongated outline.

7.4 The visual appearance of the new build blocks is proposed to be a blend of materials that incorporates elements of the Town Hall and the Hornsey Library. For Block A, the pre-application submission notes a mix of materials of 75% brick and 25% stone. Block B seeks to incorporate precast concrete panels with relief detailing arranged in different combinations to give a more abstract appearance.

7.5 Details of the roof extensions to the East Wing should be progressed by the applicant and officers note there has been insufficient detail presented around this element of the scheme to date, although the principle of roof extensions in this location was consented in 2010.

*Impact to Heritage Assets and Strategic Views*

7.6 Officers have received verified views from the applicant presenting the impacts to Conservation Area views of the Town Hall from the Crouch End Broadway and from other view points. Further details of the materials and elevational treatments for new build elements, as well as an articulation of the public benefit of the scheme are required to progress this element of the proposal. The scheme does not require referral to the Mayor of London on the basis of strategic views or building height.

7.7 As noted above, Historic England has provided preliminary comments and have considered that the internal alterations to the Town Hall are generally considered to be in keeping with the modern character of the heritage asset, however further details of the works are required.

*New Build Residential - Unit quality and mix*

7.8 The applicant proposes that all new build and conversion units will be compliant with London Plan standards. The proposed unit mix for the new build elements of the scheme is set out in the table below:

<b>Unit Size</b>	<b>Block A</b>	<b>Block B</b>	<b>Broadway Annex</b>	<b>Annex Extension</b>	<b>Mews</b>	<b>Total</b>
<b>1 Bed</b>	29	0	5	6	5	45
<b>2 Bed</b>	34	40	3		4	81
<b>3 Bed</b>	14	1	1			16
<b>4 Bed</b>	2	0				2
<b>Total</b>	79	41	9	6	9	<b>144</b>

*Density*

7.9 There are limits to the application of the London Plan Density Matrix in this instance given the site parameters, however the scheme is broadly on track to yield a new build residential density that is in line with the range for an urban site with a PTAL 3 that has good access to a District Centre. However, the applicant must ensure a robust design and layout and demonstrate how a high quality residential environment for occupiers will be achieved The removal of residential

uses from the Town Hall (departing from the 2010 scheme) is generally supported.

### *Affordable Housing*

7.10 London Plan Policies 3.9, 3.10, 3.11, 3.12 and 3.13 address the Mayor's strategy for affordable housing and Local Plan Policies SP2 and DM13 reiterate this. The Local Plan requires developments of 10 units or more to provide 40% of affordable housing in order to contribute to the boroughs affordable housing stock. Discussions around affordable housing are still on going with the applicant.

### *Transportation and Parking*

7.11 The new build blocks would incorporate 40 allocated parking spaces for residential occupiers (including 14 spaces for Blue Badge Users). Of these 40 spaces, 33 will be within the basement of Block A and 7 will be surface level next to Block B.

7.12 This yields a parking ratio of 0.27 parking spaces per unit. The applicant proposes provision of two car club spaces within the immediate vicinity of the site. The applicant also proposes to preclude the issue of residential parking permits within CPZs CE-A and CE-B to future occupiers of the land. The applicant proposes 3 on site car parking spaces to the rear of the Town Hall for all groups using the building, subject to a pre-booking arrangement. A London Plan compliant level of cycle parking is proposed on the site. Servicing to the Town Hall and new build blocks is proposed to be by way of Haringey Park, however details are still under discussion with the applicant.

### *Impacts to Amenity*

7.13 Impact to residential amenity are still under assessment and officers anticipate a comprehensive BRE daylight/sunlight assessment will be submitted with the application in order to demonstrate that the siting and scale of the proposed buildings will be acceptable in relation to the amenity of adjoining occupiers and further 3D images will be presented.

### *Trees and Ecology*

7.14 There are no statutorily designated nature conservation areas on the site. An Ecological Appraisal will be submitted with the planning application and if there is evidence of any significant habitats on site, full mitigation measures will be detailed within the report.

7.15 There are 31 trees on the site based on the applicant's initial survey. Of these 16 are to be retained, 5 are proposed to be moved within the site, and 10 will be felled and replanted. The Council's Trees and Nature Conservation Manager has engaged with the applicants at the pre-application stage and has reviewed the applicant's preliminary tree survey and tree plan. A map of the current proposed tree re-locations and removals is below – See Image 1.16.

#### *Sustainability*

7.16 The London Plan requires all new homes to achieve a 35 per cent carbon reduction target beyond Part L 2013 of the Building Regulations. This would be expected to be outlined in an Energy Strategy submitted. District energy for the Town Hall complex is envisaged for the scheme.



## PLANS AND IMAGES

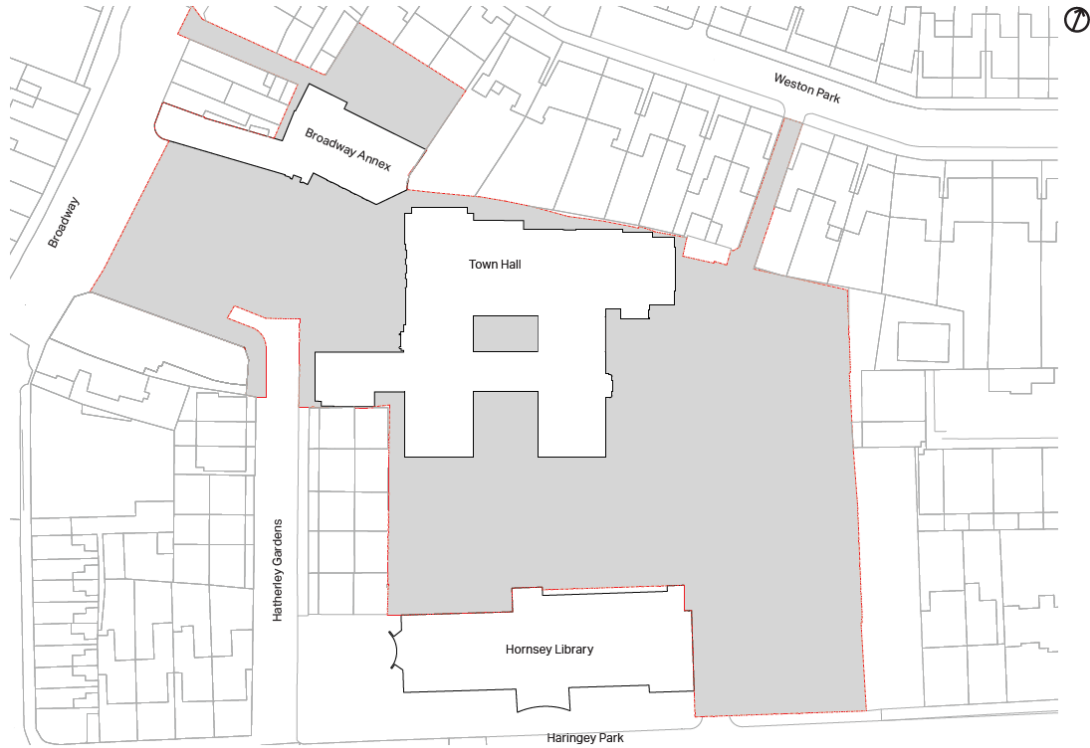


Image 1.1 – Existing Site Plan (Source Applicant)

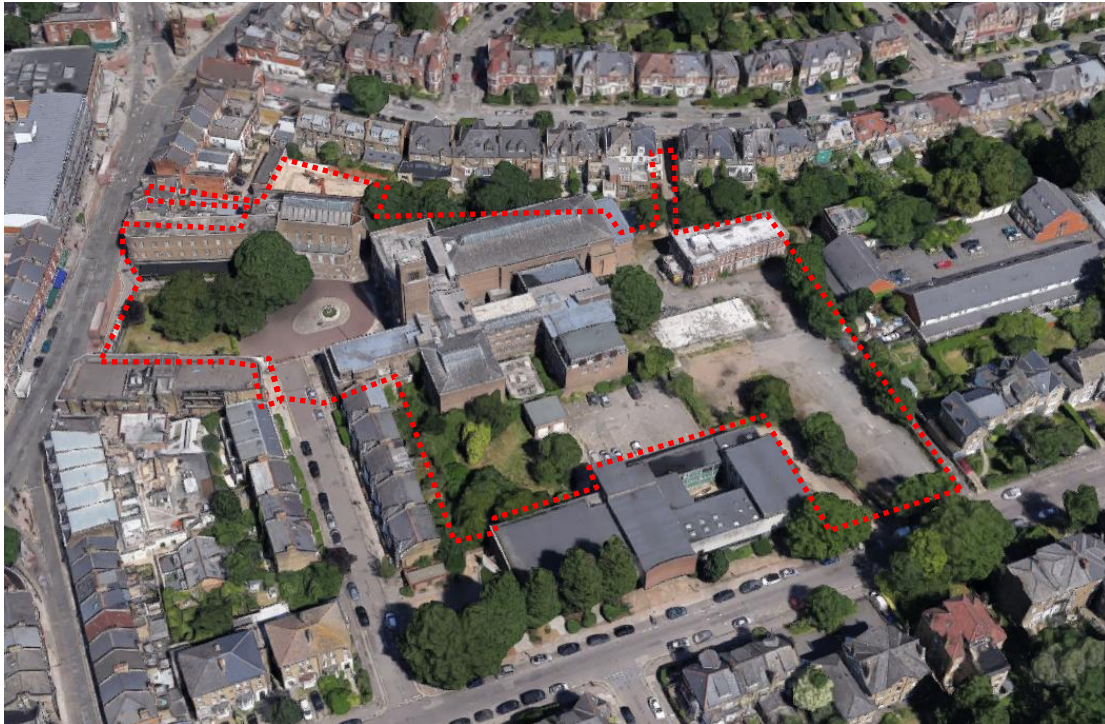


Image 1.2 – Approximate site boundary for illustrative purposes (Source: Google)



Image 1.3 – Proposed Site Plan (Source Applicant)

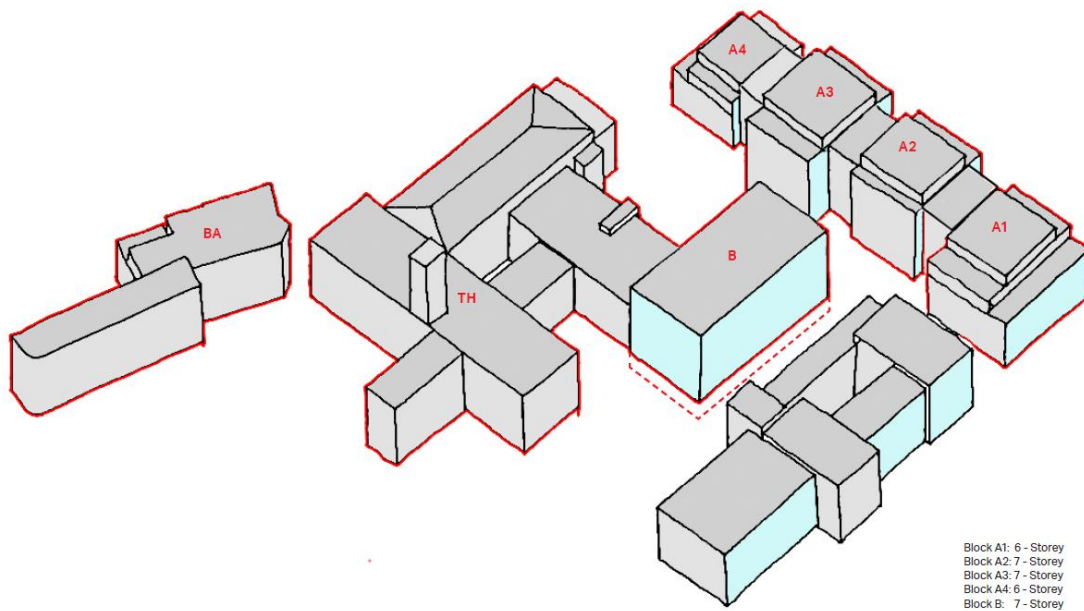


Image 1.4 – Proposed Massing Plan (Source Applicant)

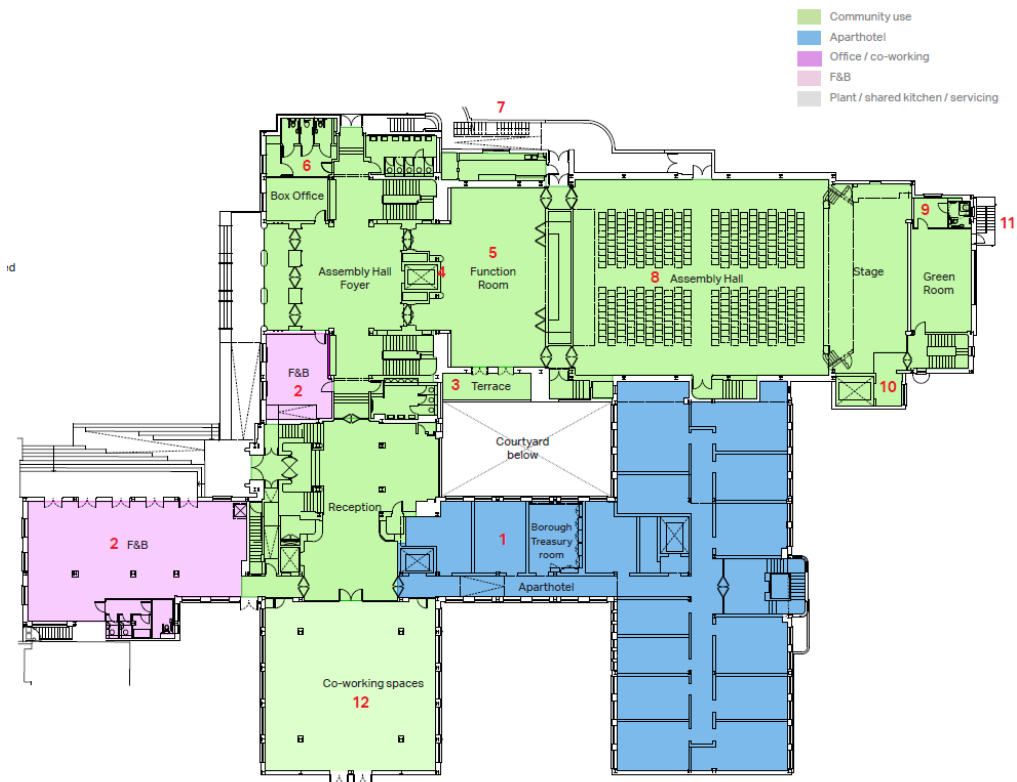


Image 1.5 – Town Hall – Proposed Ground Floor (Source Applicant)

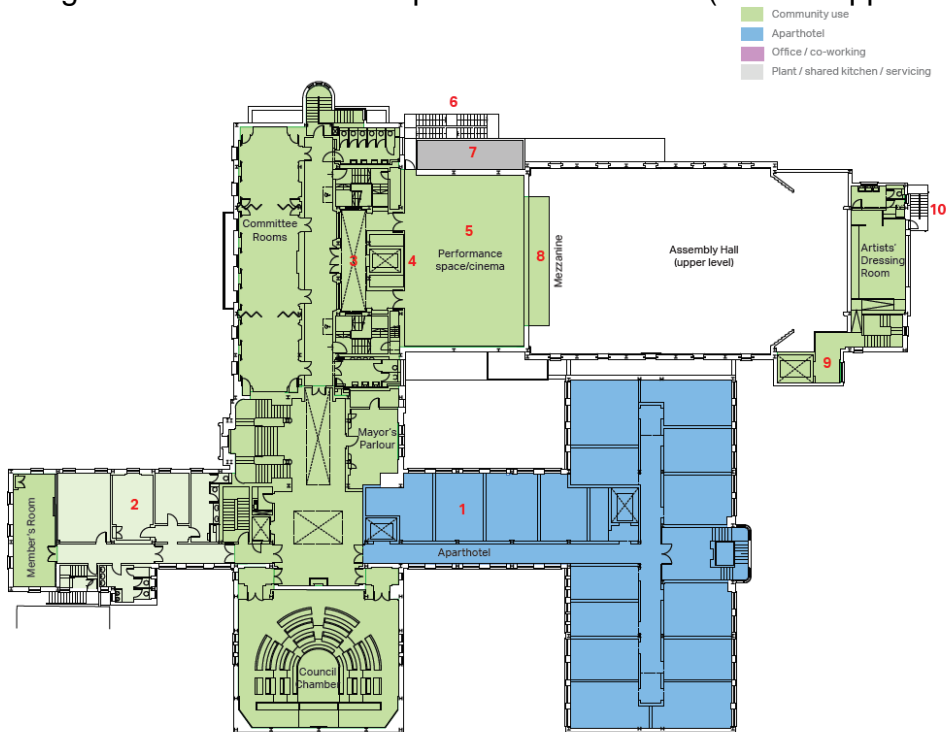


Image 1.6 – Town Hall – Proposed First Floor (Source Applicant)

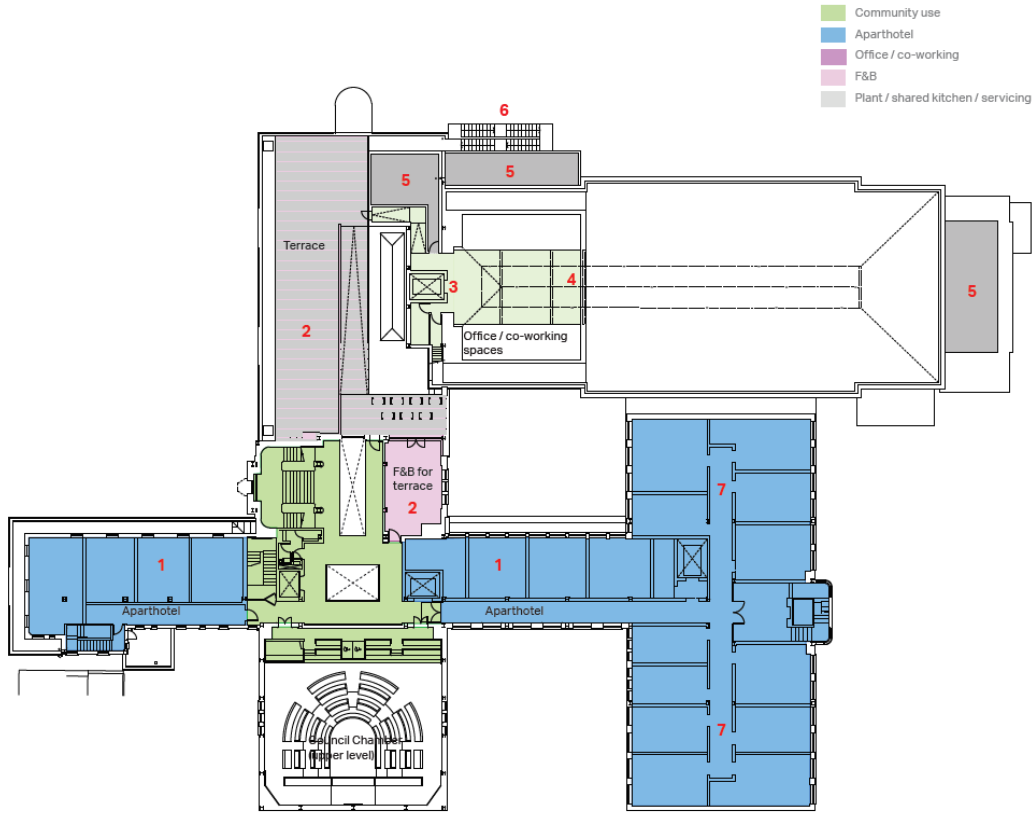


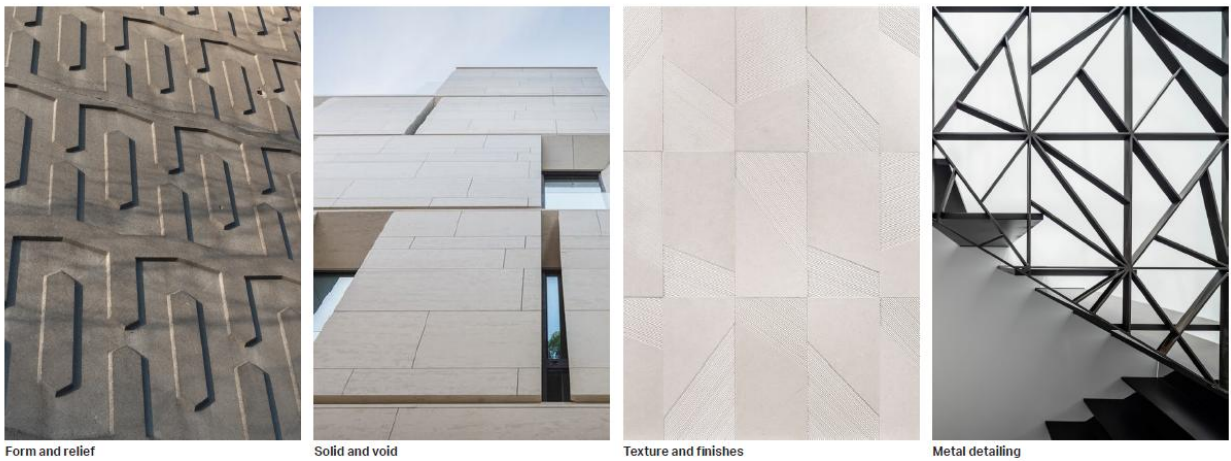
Image 1.7 – Town Hall – Proposed Second Floor (Source Applicant)



Image 1.8 – Proposed Cross Section looking North (Block A RHS) (Source Applicant)



Image 1.9 – Proposed Block A Elevation Looking east (Source Applicant)



Form and relief

Solid and void

Texture and finishes

Metal detailing

Image 1.10 - Proposed Materials Palette - new build block. (Source Applicant)





Image 1.11 - Looking southbound from Weston Park access. (Source Applicant)



Image 1.12 - Looking south from Weston Park access. (Source Applicant)



Image 1.13 - Looking Southbound (middle of site – Block B RHS) (Source Applicant)



Image 1.14 - Looking east from the Broadway (Source Applicant)





Image 1.15 – Looking east along Haringey Park (Source Applicant)



Image 1.16 – Looking south from Weston Park Access (Block B – centre of image) (Source Applicant)





Image 1.17 – Proposed Tree Relocation/Removal Map. (Source Applicant)